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ABSTRACT

This report presents the study of a project conceived as a means of developing and testing a model Career Development Program. The project was designed to contribute significantly to the opening of nontraditional occupations to young women of low socioeconomic status and varying race and ethnic backgrounds. Three major goals were: (1) To assist a pilot group of women in five selected cities to enter training and to find them training-related jobs, (2) to increase awareness of women's aptitudes and potential among themselves, counselors, instructors, job developers and employers, and (3) to identify barriers to the training and employment of women in nontraditional careers. Based on the career orientation experiences of this study, it is clear that there is a lack of high quality, current materials available to secondary, post-secondary, and manpower system institutions. While the career orientation materials developed for the Women in New Careers (WINC) project have been accepted for use by counselors and instructors in WINC sites, a revised, validated package is required before broad dissemination of materials is advisable. (TA)

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VOLUME II

FINAL REPORT:

OVERVIEW OF THE STUDY OF WOMEN IN NEW CAREERS (WINC)

Contract #OEC-0-7407839

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VOLUME II: OVERVIEW

A. Background

The role of women in the nation's labor market is changing dramatically. In 1947, there were 16.7 million working women. In the past 26 years, the number of women working has more than doubled. In mid-1975, nearly thirty-seven million women were active members of the workforce, a figure which represents 46% of all American women over 16, and nearly 40% of the total civilian labor force. Women are entering the labor market in greatly increasing numbers. Earnings and skill level patterns, however, have not shown corresponding increases. Women's median earnings are still less than 60% of men's wages ($5,323 in 1970, only 59% of the male average of $8,966), and although they hold 40% of available jobs, women are concentrated in a small number of occupations. They make up only 4% of skilled craft workers. Fully one-third of all working women, for example, work in these seven jobs:

- secretary,
- retail sales clerk,
- household worker,
- elementary school teacher,
- bookkeeper,
- waitress, and
- registered nurse.

An additional one-third are found in these categories:

- stitcher, sewer, seamstress,
- typist (stenographer, receptionist)
- cashier,
- cook, kitchen worker,
- telephone operator,
- babysitter,
- hospital attendent,
- laundry operative,
- assembler,
- apparel operative,
- hairdresser,
- packer, wrapper,
- high school teacher,
- office machine worker, file clerk,
- checker, inspector, examiner,
- practical nurse,
- maid, chambermaid,
- housekeeper,
- electrical machine operative,
- charwoman,
- stewardess,
- counter, fountain worker,
- music teacher, musician,
- fabric mill operative.

Only four of the "careers" listed above might be classified as "professional" (three teaching positions and nursing) and only three may be called skilled trades (secretary, typist, hairdresser). No crafts or other "high level" skills are represented. The fact is that 78% of all working women (as compared to 40% of men) are employed in clerical, services, factory or sales work. Only four million women are professional or technical personnel. Women hold the majority of the lowest paid and monotonous white-collar jobs (keypunch operators, telephone company operators, etc.) and a large number of the assembly line jobs, called by the HEW Special Task Force on Work in America the "worst jobs in the economy." Between 1966 and 1972, the number of women in trade/industrial training courses increased by 80%. Thus there have been some improvements in women's participation in the employment and training arenas. Job inequality still exists, however, in terms of lower salaries for women, job distribution in the labor force, limited union participation, and high unemployment.

The problem appears to be deeper than the psychological restlessness generated by the women's liberation movement or the responsibility of employers to comply with equality of opportunity, compensation, advancement and assessment regulations under the law. The need for improved distribution of jobs between males and females is intimately entwined with many fundamental issues of the labor market situation:

- The need to resolve questions of job restructuring, both within and outside of the considerations of technological change (e.g., restructuring skilled and unskilled labor to allow women to perform jobs now too physically taxing);

- The need to examine the relationships between work and leisure (flexible work schedules may accommodate the increase of women in the labor force);

- The efforts already begun to redesign the jobs of both men and women to make them more intrinsically rewarding.

There are numerous and complex economic, social and psychological obstacles that have thwarted women in their attempts to select, prepare for, attain and retain satisfying work. Some major forces affecting girls' and women's career development include:

- Parental expectations -- Marriage and family are held out as the primary goal for daughters in most families and little encouragement for the selection of non-traditional careers has been evidenced;
- Peer group pressure -- For young women, unpleasant feedback from both females and males about entry into male-dominated professional, technical or craft skills areas is common; older women desiring new skill development also are subjected to negative peer group reactions;
- Lack of community preparedness -- Various forms of intolerance in skill training, job placement, and retention of jobs have been meted out to women gaining new skills in occupations previously dominated by men, e.g., exclusion from training activities and low initial salary arrangements.

Additionally, the perpetuation of myths and generalizations about women as a group have prevented women from gaining:

- Knowledge about non-traditional skill areas currently and/or potentially available to them,
- Encouragement by guidance counselors and/or parents to select new careers;
- Access to a full range of training opportunities in federally-sponsored programs, private vocational schools, union or employer-sponsored programs, or community-based manpower training programs;
- Acceptance, after training, into craft or trade unions;
- Acceptance, after training, into employment;
- Opportunity for advancement once employed; and
- Equal pay for equal work.

Two myths, in particular, feed the tendency to pay women lower wages than men. They are that women somehow need less money to "get along," and that women in the labor force are young, unmarried and engaged in employment to while away years prior to assuming homemaking and childbearing responsibilities, (or alternatively, that they are casual participants in the workplace, working for "pin money"). The reality is that 58% of working women are married and living with their husbands, and one-third of these women have children under 17. More than half of women in the labor force are single, divorced, widowed, separated or have husbands whose incomes are less than $7,000 per year. There is a decline in the proportion of married women working when husbands' incomes are above $10,000 - a very moderate level. Twelve percent of American families are headed by women, and these families have the same average number of children as families headed by men. The truth is women, like men, have been working because they need to earn money.

In the education systems of America, many high schools and middle (junior high) schools are experimenting with career education and career exploration models. However, a discouraging number of systems still meet their vocational orientation requirements via traditional division of girls into home economics and boys into shop courses. Some girls with "unusual abilities" are allowed by counselors to aspire to professional or technical career preparation, but few are encouraged - or permitted - to consider training in the skilled trades or crafts.

In general, counseling for vocational choice and vocational training has been a problem for local school systems -- and for both sexes. Vocational counselors are often overworked and underinformed and career choice is often left to chance.

In the adult vocational education system, the same deficiencies exist. Career choice frequently has been determined on the basis of available training slots at vocational schools rather than the individual trainee's interests or abilities. The CETA system* (MDTA at the inception of this project) has had the additional burden of having to play the "numbers game" -- where program success has been measured by the number of job placements for clients -- without particular attention to factors such as job satisfaction or retention.

Clearly, a variety of forces have contributed to the severe limitation of female free choices in career planning. These forces, brought into play throughout the continuum of the pre-adolescent and adolescent period and continuing through adult life, have discouraged non-traditional roles for females.

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*The Comprehensive Employment and Training Act (CETA) of 1973 (PL 93-203) was enacted to repeal Manpower Development and Training Act (MDTA) legislation in December 1973. The transition from MDTA to CETA shifted the primary Federal responsibility for all manpower employment and training programs from USOE to DOL. Both of these federal programs were aimed at strengthening the economy and the social fabric of society and are to serve the needs of job-seekers and employers by preparing under-employed and unemployed individuals and assisting them to enter the labor force.

Since the early 1960's, however, legislation has made sex discrimination in employment illegal. Key components of the legal foundation under equal employment opportunity include:

- The Equal Pay Act of 1963, requiring employers to compensate men and women employees in the same establishment equally for equal work.
- The Civil Rights Act of 1964, Title VII, prohibiting discrimination in hiring, discharge, compensation, and other aspects of employment, with administration by the Equal Employment Opportunity Commission (EEOC). The Civil Rights Act was amended by the Equal Employment Opportunity Act of 1972, giving EEOC enforcement powers through the courts.
- Executive Order 11246, Order #4, December 1971, extending to women the prohibition on employment discrimination for Federal contractors or subcontractors performing work under federally assisted construction contracts exceeding $10,000.
- Educational Amendments of 1972, Title IX, prohibiting sex discrimination in education programs or activities.

Before the passage of the Civil Rights Act, 40 states and the District of Columbia had laws restricting working hours for women, and, in some occupations, women's exposure to certain working conditions was illegal. Today, nearly all of these laws have been repealed or enforcement has been modified to conform with the Civil Rights Act.

Equal employment opportunity law has contributed greatly to public awareness of women's rights in employment. The laws provide valuable guidelines and courts offer legal redress in cases of discrimination. But there is growing agreement that equal employment opportunity is not just the law ... it is also the sensible and practical thing to do, because:

- Women make good workers. Women have the intelligence, judgment, sensitivity, and endurance required to do most jobs well. In addition, as women attempt to break the sex barrier in more and more occupations, they also often try harder.
- Women are going to be an increasing proportion of the total labor force. Women live longer than men. Today, they are also having fewer children and planning their children, so they are likely to spend less time out of the work force caring for them. Women are becoming better educated and better prepared for the work world; more and more can be expected to join the work force - and stay in it longer.
- Women are capable. Women proved in World War II that they are capable of carrying out almost any job assignment, even those which are physically demanding. Today, with the civil rights and women's liberation movements increasing public awareness, and with economic necessity pushing most families, it is expected that women will want to enter more and more occupations - including good-paying blue-collar jobs.
- Women can contribute. The more women find entry into and equality in the labor force, the greater will be the buying power of American families. This process will eventually lead to more jobs for all. In the long run, equal opportunity for women means better opportunity for all.

In order for women to reach full access to all occupations including those once considered "for men only," the cooperation of three key entities seem to be required -- women, the training and employment delivery system and employers in the world of work. Theoretically, women will eventually need to:

- Consider a broad range of careers, including good-paying blue-collar jobs;
- Look for specific programs and training opportunities;
- Demand from school and program counselors the chance to enter training for the desired occupation, so long as minimum entrance requirements are met;
- Think about long-term career aspirations;
- Be prepared for initial problems when taking a "non-traditional" job - and not give up easily; and
- If successful in a non-traditional job, serve as a role model for other women.

Coupled with these changes in women's behavior, the training and employment delivery system must:

- Initiate career education early and continue it throughout elementary and secondary school;
- Provide broad career exposure to all students, on a "right-to-know" basis, including assuring awareness of good-paying blue-collar jobs;
- Provide counseling without sexual stereotypes;
- Use unbiased career interest inventories;
- Provide female role-models in other than traditional occupations during career counseling sessions; and
- Assume that every student will have to earn a living and that the majority will want a long-term career.

Finally, the most critical component in the education-to-work continuum -- the employers -- will take steps to:

- Assert and publicize a strong policy of equal employment opportunity;
- Recruit workers in a way that assures that women have the opportunity to apply for openings;
- Educate personnel at all levels on company policy and specific practices relating to equal opportunity;
- Enforce equal treatment through observation of employee interaction;
- Remove job requirements and tests that do not truly reflect job needs;
- Select personnel on the basis of ability;
- Assure adequate pre- and in-service training for employees;
- Work with vocational schools and proprietary schools to encourage their inclusion of women trainees;
- Accept non-discrimination clauses in collective bargaining agreements; and
- Consider providing employees with supportive services such as day care.

B. Purpose and Scope of Study

The Division of Manpower Training, Office of Education, Department of Health, Education, and Welfare, contracted with CONSAD Research Corporation in June, 1974, to design a career education program for women seeking "non-traditional" careers in order to test the feasibility of institutionalizing the concept of vocational choice without sex stereotyping at the post secondary level within the existing manpower systems in five selected cities.

Initially, the project was established under the Manpower Development and Training Act (MDTA) administered by HEW. This act expired in 1974 and thereafter the WINC project functioned under the Comprehensive Employment and Training Act which is jointly administered by HEW and DOL.

During the decade from 1964-74, approximately 90% of the women enrolled in MDTA/CETA training were in clerical, health-related, or food services programs, and OE officials had evidence from previous studies indicating that these choices probably were made due to the limited range of vocational areas offered them by counselors. These career choices had been costly to women -- the average post-training wage for men and women in 1973 was $2.79/hr., but taking the average for women alone resulted in a figure of only $2.25/hr. This fact was a compelling impetus behind the conception of the WINC project.

Additional issues of immediate and pressing concern which provided initial support for the Women In New Careers (WINC) project were: (1) by the end of the 1970's only one-fifth of available jobs were expected to require a four-year college degree, but most other jobs were expected to require training beyond high school; and as mentioned before, (2) not only were women becoming aware of their skills and abilities in these areas, but they also began to realize that the swelling ranks of women entering the labor market cannot be contained any longer in the narrow framework of "women's occupations." With more than one million new women seeking employment every year, not all can -- or want to -- become clerical, food service and health workers.

The experience of women preparing for work through CETA institutional training programs has reflected the national work picture where women are limited in their occupational options. Faced with the pressures of demonstrating maximum numbers of training - related placements, few CETA training institutions have dealt seriously with the idea of encouraging women to select training options usually preferred by men. Although training women in male-intensive occupations might be feasible, employment after training by the industrial community might be very difficult. Low job placement records would reflect negatively on the overall performance of the CETA program. In other words, little incentive to encourage CETA programs to explore women's entrance into non-traditional careers existed.

Therefore, a career development model for the broad-based CETA institutional system was seen as an important tool with a critical focus and impact. In addition, it could address the needs of a population of women not usually touched by other education and training vehicles. The woman who is a potential CETA enrollee is not typically reached by the attentions of counselors, teachers, community activists or floating literature. She is typically unattached to institutions, and usually not actively seeking non-traditional roles. She is young, unskilled, and disadvantaged by virtue of low income and perhaps minority racial/ ethnic status. It was this woman, most deprived of resources, to whom this CETA sponsored Career Development Program would address itself. It was expected too that this woman would benefit most, because of her need for both learning a potentially well-paying skill, and receiving help to gain and retain employment in a training-related job.

The proposed WINC project, then, was to contribute significantly to the opening of non-traditional occupations to young women of low socio-economic status and varying race and ethnic backgrounds. OE officals hoped WINC could:

- Provide replicable models for provision of career development not only in CETA (MDTA) programs across the country but also in public secondary schools and private vocational schools;
- Provide counseling modules for employers, counselors and teachers, family members, and men -- as well as for women;
- Offer a tested model of job placement of women in non-traditional occupations;
- Lead to new understanding of appropriate testing and screening methods for use in helping women select occupations; and

- Demonstrate the importance of community, family, racial/ethnic, and other factors in developing career counseling techniques and materials, and offer lessons which will improve future efforts in this direction.

Conceived as a means to develop and test a model Career Development Program, WINC was designed by CONSAD professionals to widen actual and perceived occupational opportunities for women in non-traditional, blue-collar careers (occupations other than clerical, health, and food services). Three major goals were:

1. To assist a pilot group of women in each site to enter training and to find them training-related jobs upon completion of training;
2. To increase awareness of women's aptitudes and potential among themselves, counselors, instructors, job developers and employers; and
3. To identify barriers to the training and employment of women in non-traditional careers.

These goals were operationalized by a team comprised of a director, a curriculum developer, a research librarian and five carefully selected, full-time site coordinators who each resided at one of the WINC sites. The major activities deemed by the project team to be necessary to attain WINC goals in the chronological order they were to be done were:

- Selection of five CETA programs which would offer training to unemployed and underemployed women in occupations traditionally open only to men, and development of local cooperation for a pilot project involving such training;

- Identification of manpower program, employer, and women enrollee attitudes which influence occupational choices and present obstacles which prevent women from entering non-traditional occupations;

- Use of this information in the development of a Career Development Package, with materials and techniques directed at women, their families, program personnel, and employers, all aimed at broadening job opportunities in such occupations;

- Implementation of the career development model program in the five selected sites, with services to be provided prior to, during, and after a woman's vocation training; intensive services were to be provided to a minimum of five and a maximum of 25 women per site;

- Documentation and assessment of the demonstration project, to determine its effectiveness and its potential for replication; and

- Preparation of replication manuals describing key components, techniques, and curriculum for a career development program designed for national use in increasing the number of women entering non-traditional careers.

Emphasis was placed upon the development and testing of a Career Development Program which was directed at:

- Female manpower program enrollees and potential enrollees;

- Manpower program personnel, especially counselors and instructors; and

- Area employers and unions.

The project would therefore have a direct impact upon a relatively small number of primary participants (at least five women per site), and a somewhat larger group of secondary participants (additional women who would come in contact with site coordinators and/or literature about the project, plus program staff, employers, and women's families). Also, it would attempt to have an indirect, long-range effect on other women, employers, educators, counselors, and community residents.

The plan for carrying out the above activities involved an 18-month contract period, through a project implemented at five CETA programs across the nation. Throughout the development and implementation of the project, care was taken to consider such factors as:

- Labor market conditions;
- Attitudes of employers and union officials;
- Existing manpower training program priorities and problems;
- Attitudes of women towards employment and towards specific occupations;
- Implications of the new manpower legislation for the MDTA programs involved in the demonstration; and
- Training requirements for the various occupations.

The following section provides a concise but complete discussion of the major activities and methodologies employed to meet project requirements.

C. Project Methodology

1. Project Initiation

There were two phases in the WINC effort -- project initiation and project implementation. In each phase, there were two major components.

The initiation phase was devoted to design activity and development of career development materials. The implementation phase involved field experiences in operationalizing the project and research conducted throughout the implementation phase. The description of project initiation efforts which follows is arranged in chronological order and is divided into seven major steps -- from project design, thru development of career development materials, to the next report section, Project Implementation.

a. Project Design

The initial phase of the project involved specification of project scope and limitations, development of overall methodologies and schedules, determination of criteria for use in selecting the five demonstration sites, and final selection of sites using these criteria.

Immediately after contract award in July 1974, the CONSAD project team, the OE project officer and other appropriate Office of Education representatives met to discuss project purposes, objectives, priorities, scope, and tasks. A mutual understanding of the project emerged and served as a foundation for all subsequent project activities.

Following this discussion, the project core team developed a design overview which provided initial milestone dates and schedules, activities, and approaches for key aspects of the project including the:

- Content and format of the Career Development Packages;

- Methods for implementation of the package in varying program environments;
- Approaches to be used in documenting the demonstration implementation, and in assessing its success
- Roles and relationships required at the site level for the successful completion of all implementation activities; and
- Approaches to be used in encouraging both the continuing use of the Career Development Package by local program personnel after the end of the contract and replication in other locations.

Site Selection

The next major activity was the selection process of the demonstration sites for implementation of the project. Since the sites were to serve as pilot efforts for an approach which might be replicated, it seemed important that they be, to some degree, representative of CETA settings. Also, since the future use of the Career Development Packages would depend upon the impact at these sites, it was important that sites be those with a reasonable opportunity for success. Therefore, the development of selection criteria for program sites was deemed to be critical.

A wide range of community and program factors believed to be relevant to CETA program operations and aimed at a sample of representative sites were considered in the selection process. Among those reviewed were:

- Population factors, (including total population of the city, county, or metropolitan area, and racial/ethnic breakdowns);

- Labor market factors, (including the overall unemployment rate; unemployment rates and demand levels for various occupations in which CETA programs provide training, but which are traditionally closed to women; and demand factors in more traditional women's occupations);

- Program and enrollee factors, (including number and characteristics of enrollees, particularly the percent who are women and their socio-economic characteristics; occupations trained in, length of training and start dates; referral procedures and sources, funding level, etc.);

- Community factors, (including inter-agency relationships and levels of cooperation with the CETA program, and priorities and attitudes of the manpower prime sponsor, etc.);

- Attitudes of the program staff, (particularly their willingness and eagerness to participate);

- Attitudes of staff of other manpower programs, (particularly their willingness and eagerness to cooperate);

- Type of CETA programs at the site (area vocational schools, skills center, community college, or national contractors).

Final site selection was to occur after contract award, when the CONSAD team had access to the information required to apply the above criteria. However, in order to minimize project "lead time," initial efforts to apply the above criteria were undertaken, and five potential sites were located. Additionally, initial contacts were made and favorable responses to the project's concepts were received from knowledgeable persons, such as officials of education and manpower programs in these five areas. The following sites appeared to be appropriate to CONSAD's proposed design:

- Baltimore, Maryland
- Cincinnati, Ohio
- Denver, Colorado
- Miami (Dade County), Florida
- Pittsburgh, Pennsylvania

These five sites offered wide variations in population distribution, business and industrial configurations, and community awareness. Together, they represented an opportunity to study a broad range of variables impacting on training for women in new careers -- variables that were considered essential in any examination of training for women on any level.

The variables included:

- Minority group attitudes, interests, and abilities (including their implications for recruitment and retention);

- Attitudes of employers, community leaders, educators, members of the "manpower establishment," enrollees and potential enrollees and their peers and families in communities of "high problem awareness" vs. "low problem awareness," or in communities of highly traditional persuasion vs. those open to unconventional or innovative development;

- Potential impact of new programming techniques (such as WINC) on communities with heavy industrial patterns vs. communities with service-oriented, agricultural, or light manufacturing dependency;

- Impact of new programming techniques on communities having highly developed manpower delivery systems vs. those less structured and having more diffused training efforts.

The CONSAD team recognized that although a full-scale site selection effort would take much longer than the simpler approach which produced the preliminary list of sites, it might provide an even more representative group of sites. Consequently, a methodology based on the list of factors above was devised.

In fact, the Office of Education approved the selection of the five suggested sites. However, a few months later, the methodology was employed when it was determined that a replacement site for Pittsburgh was needed. Phoenix, Arizona was then selected as part of the WINC project.

As intended, the programs selected as sites included:

- One area vocational school, one or two skills centers, and community college sponsored programs;
- Programs located in the Northeast, Midwest, South and West;
- Programs involving concentrations of Black, Chicano, Native American, and White women;
- Programs involving training for apprenticeable occupations and other occupations which involve similar training and skills, but which are not craft union jobs; and
- Programs in growing metropolitan areas, highly industrialized central cities, medium-sized cities, and highly and minimally-unionized locations.

No program was selected unless its staff and significant representatives from other parts of the community (including the prime sponsor) expressed a willingness to cooperate in all aspects of the project, and an eagerness to undertake career development efforts for women both during and after the contract period. A letter of agreement was prepared and signed by each program's administrator as well as by CONSAD, in which the program pledged cooperation, and CONSAD pledged to implement the project.

Design of Career Development Materials

The first step in designing a Career Development Package was to obtain considerable information from each of the five program areas. The information gathered at this time also served as a basis for developing an implementation plan for each site.

Analysis of the information obtained during the site visits was carried out to provide (1) an understanding of the community and program conditions operating at each site, which needed to be taken into account in developing a Career Development Package to meet local needs, and (2) a broad view of conditions and concerns across programs, for use in determining the outlines of a package which could be adapted for use in any individual location but would be generally appropriate for national replication if effective.

Information was collected largely through informal discussions held on site with program staff, employers, and community leaders. The data collection provided a basis for the development of appropriate career development materials and also served as a basis for implementation decisions for each site. Information was gathered on such areas as:

- Labor market characteristics, including an employment profile for the area; specific employment, salary, and advancement opportunities for women in occupations for which CETA training was available; specific demand data on non-traditional occupations being considered for local project emphasis; unemployment rates; etc.;
- Population characteristics data, including total area population, racial and ethnic breakdowns, men and women in the labor force, and enrollment in local CETA and related manpower training programs;
- Manpower program characteristics, including the number, range, and inter-relationships between various manpower programs, especially those providing training for women; plus prime sponsor structure and priorities and their probable impact on the project;
- CETA program information, including number of enrollees, percent who were women, referral sources, occupations trained for, training cycles and length, existing efforts to direct women into non-traditional occupations, staffing patterns, etc. Of great importance was a complete understanding of how the transition away from categorical MDTA programming under CETA would influence the operation of ongoing MDTA and MDTA-type programs in local skills centers and On the Job Training (OJT) training sites; and

- Program women enrollee characteristics, including attitudes towards various occupations and motivation towards non-traditional occupational training and employment, etc.

This and related information, obtained through informal discussions with program personnel and enrollees, prime sponsor representatives, and staff of various community programs, provided the basis for the development of the Career Development Package and its implementation at the five sites.

Site visits were planned and conducted to obtain the desired information. These visits also served as the time for the project director and the site coordinator to develop initial contacts with program and community personnel and to establish rapport.

Analysis of the information from the sites, carried out by the project core team and the five site coordinators, provided the understanding required to develop the Career Development Package and an implementation plan for each site.

Site Plan Development

Concurrent with the development of Career Development materials, project staff specified the steps and methods to be used in implementing the proposed package at each site. The overall approach involved the same basic model at each site, but special factors (variations in training occupations, schedules, or cycle lengths, differences in program sponsor or referral sources, etc.) required modifications to fit each individual program site.

The implementation plans specified:

- Methods for identifying potential women trainees to receive initial Career Development presentations;
- Required arrangements with referral agencies (e.g., Urban League) to provide for such presentations to potential enrollees;
- Content and use of initial interviews to determine women's attitudes towards non-traditional careers and methods of making occupational selection decisions prior to Career Development efforts;
- Scheduling for initial presentations and interviews;
- Methods for providing further screening of potential enrollees who express interest in non-traditional occupations;
- Operational agreements required for helping to assure that such women receive required supportive services (transportation, day care, etc.) to make possible their participation in training;
- Arrangements required to provide women with additional career development counseling during the training period, with emphasis upon development of skills required to obtain and hold a job in a non-traditional occupation;
- Teaming arrangements with CETA and other counselors and instructors, which are desirable to assure the best possible services to the women and encourage skill transferral so local personnel would be able to continue the use of the package after the end of the contract;
- Employer relations efforts required early and later in the training process to help open up jobs (or union-regulated opportunities) to the women being trained;
- Arrangements required to make other manpower staff more aware of and sensitive to the potentials of non-traditional occupations for women;

- Methods to be used in providing follow-up of women;
- Approaches to be used in documenting implementation efforts and assessing project success; and
- Means of assuring staff support to Site Coordinators in the initial implementation process.

These and related factors were defined during the career development materials preparation period, so that by the time the materials were ready, arrangements had been made for the actual on-site implementation process. The site coordinators had individual and group input into the development of these implementation procedures and schedules.

Planning for Screening of Employees and Other Interviews

A major concern of the project was the development of screening and selection mechanisms for women participating in the project. It was considered important that adequate screening be provided in order to maximize potential for training completion and placement in non-traditional occupations. Moreover, an initial measure of attitudes towards and skills in career selection was needed as baseline information.

The ideal WINC screening methodology involved two components: (1) an interview by the Site Coordinator, to be conducted with women entering CETA programs at each site, to identify women with potential interest in the program; and (2) a follow-up interview by the Site

Coordinator to further establish each woman's interest and potential for success in a non-traditional occupation. The second screening effort was employed only with women showing interest in the initial session.

Within each site, the CETA screening process varied considerably and involved a variety of vocational aptitude and scholastic achievement tests as well as interview procedures. Given that the CETA prime sponsors had requested and received an agreement from CONSAD that no special recruitment effort would accompany the WINC project, regular CETA clients were to constitute the sole source of WINC enrollees.

It seemed essential that all women entering the CETA system be identified prior to their assignment to a particular training course, so that they were still in the process of selecting an occupation. While a 100 percent sample (all female CETA clients in a site) would have provided the best opportunity for selecting a representative group of program participants with the greatest interest in new careers, the logistics within sites and the need to cope with existing CETA practices, generally limited this goal. (See the limitation section of this Volume and the case studies contained in Volume III for a detailed description of problems encountered.)

The initial interviews were designed to yield basic demographic and attitudinal information about the women in the CETA system and to offer a basis for measuring potential interest in WINC. Questions covered:

- Demographics (socio-economic data) such as age, race/ethnic background, education, income, marital status, number and age of dependents, region of birth, etc.;
- Methods used for making career choices;
- Attitudes toward non-traditional occupations and reasons for these attitudes;
- Perceived family attitudes towards non-traditional occupations;
- Knowledge of career choices;
- Attitudes towards having a long-term career, including interrelationships of career and other personal goals;
- Willingness to risk opposition from family and/or friends/discrimination, etc.;
- Perceived importance of wage level, mobility, equal opportunity, other job-related factors; and
- Personal characteristics related to training or job success (such as willingness to accept delayed gratification, ability to handle criticism and failure).

Women who showed interest in non-traditional training were to be asked specifically whether they would like to: (1) receive career development counseling, and (2) obtain training in a non-traditional occupation. Those responding positively were then to be assessed further so that their potential for success in the program (completion of training and permanent job placement) could be determined. In cooperation with State Employment Service (ES) counselors or other qualified personnel, the appropriate or required (by CETA) vocational aptitude testing, e.g., the General Aptitude Test Battery (GATB), was to be carried out. Following the screening and testing, the WINC site coordinator, with CETA and ES counselors, were to meet and decide jointly which women would be WINC program participants.

b. Preparation of Career Development Materials

A workbook which consisted of a series of materials and exercises, was designed as a detailed package of information directed at the unemployed and underemployed women who were the potential trainees in non-traditional occupations. It was to be used initially by the CONSAD site coordinators at Manpower Centers and later by CETA and other training personnel for individual and small group career counseling sessions. The enrollee workbook and an accompanying manual for counselors and instructors were developed to provide the following three elements crucial to career development:

- Career awareness: information on non-traditional occupations available to women, their advantages and disadvantages, training required, labor market demand in the local area, and specifics on the training opportunity;

- Attitudinal/motivational training: information and encouragement designed to show the unemployed or underemployed woman that many non-traditional occupations offering good pay are available to her, and to motivate her to take advantage of available opportunities; this aspect provides the attitudinal change required to complement the information provided as part of the career awareness effort;

- Skill development: techniques to use in obtaining and successfully holding a job in an occupation traditionally closed to women; the emphasis was on job seeking, overcoming initial resentment and other difficulties, recognizing when to call for help, knowing equal opportunity laws, etc.

In effect, the manual is an annotated curriculum guide specifying the method, content, format, techniques, and supporting materials for providing Career Development for women (with an eighth grade reading level or better) who are actual or potential manpower trainees.

The Enrollee Package for women was developed with basic information about possibilities for non-traditional employment, material to motivate women to take advantage of opportunities (including intrinsic and extrinsic rewards inherent in recommended "new" job elements), and skills required to successfully overcome obstacles to such employment. A combination of techniques were to be developed for presenting this information.

In general, it was expected that the women would work according to directions in their own workbooks, and would be provided group and individual counseling and information sessions (role-plays and other experiential techniques were to be used). Oral and written exercises, oral quizzes, topics for discussion, and other supporting materials are a part of the manual for counselors, in addition to curriculum outlines specifying information to be presented. Tentative schedules -- number, length, and type of session for each module -- are specified in the staff manual.

In addition to materials directed at the women themselves, special efforts were made to assist the enrollees in obtaining support from their families in entering non-traditional occupations. They were provided with information concerning the advantages of such careers -- better pay, opportunity for advancement, wider job choice, etc. -- and with suggested approaches for discussing their plans and interests in ways which might minimize parents' and husbands' concern.

Just as the enrollee packages constitute a full-blown curriculum package for providing career development information and skills to unemployed and underemployed women, the staff packages also constitute curriculum packages for preparing manpower program and skills center staff to serve as counselors and instructors in career development. Emphasis on preparation of manpower program staff was an initial WINC project thrust, so that these people could gain skills to encourage women to enter non-traditional occupational training, assist them in finding jobs, and provide appropriate follow-up after training. In addition, it was understood that skill training instructors and job placement personnel also needed assistance, since they would have a major role in the success of this and any future efforts to place women in non-traditional occupations.

The manual and activities developed for manpower staff contained many of the same elements as the package for the women themselves, although on a different level. Also, materials were developed for providing technical assistance to manpower personnel. The manpower staff package provides a full presentation of information, formats, techniques, materials, and target groups. Its use by CONSAD staff during the implementation of WINC and its use by program staff afterwards are described in the Project Implementation section of this report which follows.

Preparation of Employer Materials

The material developed for use with employers and union officials was designed to facilitate placement of trained women. A brochure "Why Not A Woman" was developed and includes such topics as:

- Data on women in the work force, their special skills (dexterity, less absenteeism, etc.); with emphasis on dispelling myths that may prevent employers from hiring women; and
- Information on Executive Order No. 11246 and other equal employment opportunity requirements, including OFCC and EEOC aspects.

During the course of the WINC project it was expected that Site Coordinators would visit a large numer of employers to disseminate information on the training efforts in the specific community and to discuss and elicit employer views on problems most often faced by women entering non-traditional occupations (hostility from fellow workers and supervisors, for example) and methods for minimizing and resolving them.

The complete Career Development Package was submitted to OE for review and modification in November, 1974. By this time implementation arrangements had been made, and the site coordinators were ready to begin using the Career Development Packages at each of the five selected locations.

From December, 1974 to October, 1975, the Career Development materials and plans made during the initial phase were implemented, documented, and assessed.

The next section of this report contains a brief summation of the limitations of the study and is followed by a section providing a description of implementation including a summary of field experience and findings of the demonstration project. A detailed account of WINC implementation at each site is presented in Volume III, The Case Studies.

2. Limitations

The planning and pilot implementation of a program for new careers for women, including the design, utilization and transfer of a comprehensive career development model presented a number of technical and logistical problems. Especially significant problems anticipated and dealt with in the design and implementation of the proposed demonstration project included:

- Coping with existing CETA priorities.

- Community/political factors affecting project success;
- Timeliness and availability of training; and
- Problems integrating the project into existing client flow.

Two unforeseen forces which altered the project plans were:

- Political upsets within sites related to the transition from MDTA to CETA; and
- Absence of a bonafide career decision-making mechanism in CETA programs.

The occurrence and extent of influence on the WINC project of these factors varied among the five sites during the project's life.

Of the numerous technical and logistical problems anticipated and experienced in the course of the Women in New Careers effort, those which seemed to be most significant in the demonstration project were:

1. The serious impact of the economic recession upon the job sector was a factor that cannot be minimized in any manpower program. Although CONSAD encountered little resistance to the concept of placing women in non-traditional careers, many manpower services personnel expressed the fear that placement, regardless of sex, was becoming extraordinarily difficult, especially for those from "disadvantaged" backgrounds who were the major clients of the Skills Centers. Unemployment affecting entry level jobs in Phoenix was extremely high, with massive layoffs having occurred simultaneously with project initiation. Strategies for maximum job development impact and special technical assistance for job developers were required.

2. The CETA system continued to experience growing pains. WINC operations were adversely affected in four of five sites. For example, in Cincinnati a re-contracting process closed intake and referral to the Skills Center in December and January. The WINC Site Coordinator was not idled, but was forced to replan schedules and perform later tasks earlier while waiting for open intake. The closing of the Denver Skills Center dealt a severe blow to the WINC efforts. A new orientation group had yielded five strong "recruits", but intake to the Community College was halted at CETA five days before their projected entry into training. The Site Coordinator placed women in training at OE-approved private vocational schools, and some waited until June to enter the Community College, under the new CETA-Community College system.

3. In some sites there was no orientation or career decision-making activity for CETA clients -- they were expected to have made an occupational choice prior to contact with CETA for training assistance. Therefore, integration of the career decision making materials and activities considered by CONSAD to be a key component of the project required special arrangements which resulted in an altered use of the career materials. Also, there were significant differences in quality of training from class to class and from site to site, and such differences affected the successful operation of WINC. While evaluation of Skills Center instructional techniques was not part of the WINC Scope of Work, it was inevitable that retention in training and job placement rates reflected quality of instruction.

4. Although most potential WINC enrollees expressed approval of project objectives, the majority of women being assisted had very traditional images of themselves. There was a strong bias among women actively seeking work toward jobs that were"clean" and those for which the employee was required to "dress up". This bias was counteracted by delivery of more information concerning earning power, employee benefits for skilled workers, and the value of having a skill. Role models were used to illustrate how barriers have been broken, since many women in the target group were fearful and reluctant to act in roles not previously perceived by any in their peer groups to be female roles.

5. Placement of job ready employees is difficult when the enrollee does not want placement, but prefers the protected environment of the training experience. Two enrollees have turned down job offers, preferring to remain in training at the Skills Center. They were permitted to remain, but have been counseled about accepting employment at the end of training.

6. The delays in contracting and scheduling within the CETA systems in all sites extended WINC field time. Therefore, follow-up functions had to be shifted to manpower personnel. This was due to a change from the original design of the program which called for enrolling a group of women, beginning in January, 1975, in "non-traditional" training programs at Manpower Skill Centers in Baltimore, Miami City, Denver, Phoenix, and Cincinnati, and then arranging for placement for these women upon completion of the training program. At each site it was necessary to work with manpower and skills center staff in selecting women enrollees utilizing existing in-take and screening procedures. Therefore, a final group of trainees was not selected until the end of May in some sites. In addition, most of the skill training programs at these five sites were of six or nine month duration. Thus, some trainees at each site were not ready for job placement until December, 1975, when the CONSAD contract was to be completed. Therefore, the job placement effort and follow-up of women from the WINC project was very limited.

As noted earlier, there are numerous factors which may influence the success of the employment and training system as a whole and/or the success of any of its subsystems. The accurate "dissection" of any manpower delivery system would require an in-depth, structured study of each system component.

The WINC project, as described in this report and particularly in the next section on project implementation, was not intended to "dissect" all components of the manpower system which impact on women who are unemployed, and do not possess a particular marketable trade. Rather, CONSAD examined the feasibility of implementing specific strategies to recruit, train, counsel and place women in non-traditional careers within the manpower system. Hence, rather than an extensive study of the variables which determine the level of current system success, a large effort was made to "massage" the manpower delivery system in the sample sites through the WINC Site Coordinator's activities and to record the barriers encountered and the doors opened. Much of this is documented in the case study for each site contained in Volume III of this report and the summarization of those reports in the following section.

Research was conducted on those elements of the employment and training agency system that could be examined feasibly given the WINC project constraints. It was deemed desirable to examine in a general way each of the three major components identified earlier -- the clients, the delivery system and the world of work -- so that a foundation for continued study could be established. In the following sections, each subsystem and its primary component are described.

In the section on "implementation", description of efforts made to permit research on the project to be as scientific as possible is provided. Given the resource limitations in terms of time and funds coupled with numerous alterations to project plans resulting from the transition from MDTA to CETA, it was impossible for CONSAD to meet the research standards to which it normally adheres. Sample selection, sample sizes, instrumentation, data collection procedures and usual survey techniques were relaxed in order that at least all critical variables could be reviewed. Hence, in the findings presented in the report, estimates are presented without statements of statistical significance. It was not the intent of this demonstration project to prove or disprove theoretical premises concerning the manpower system, but rather to describe those variables which are generally viewed as critical to a program to improve women's career choice opportunities.

Finally, it was hoped that the CONSAD experience could be compared to other CETA training and placement programs in each of the five sites. This kind of analysis has been deemed infeasible, primarily due to the absence of readily retrievable data at the sites about:

- The number of men and women entering training by occupational area, e.g., auto mechanics or welding;
- The number of these men and women completing training;
- The percent of these men and women placed in training related jobs; and
- The average cost of training men and women in each occupational area.

3. Project Implementation

When the WINC project was implemented, two parallel roles and functions were carried out. First, there were project implementation tasks done by the site coordinators who worked cooperatively with the CETA system to screen, place in training, support and job place women in the project. Second, the coordinators filled the role of field researchers, observing, gathering and analyzing information about the women, the CETA delivery system, and employers in their respective sites. Therefore, this section of the report is divided into two parts to present a summary of field experiences and then a set of findings based on the coordinators activities in their respective sites.

a. Summary of Field Experience

The purpose of this first subsection of the report, then, is to present an aggregation of the implementation experiences in the WINC project. WINC was designed to test the feasibility of an intervention mode -- to increase the number of women entering non-traditional, blue-collar careers in five sites. The major objectives of the demonstration project were certainly attained. Project delivery was aimed at impacting three important groups, the WINC enrollees, CETA and Skill Center staff and other manpower system personnel, and employers and business organizations.

In terms of time and effort expended, the most important impacted groups seemed to be the WINC enrollees and manpower system personnel.

The employer related activities were designed primarily to open job development channels and to study employer attitudes of relevance to a women in new careers program.

To enable full comprehension and appreciation of the complex experiences and important factors influencing the implementation of the WINC project, the individual case studies must be considered. The descriptive summaries which follow provide a general view of the actual WINC project experience.

The Community Environment

The five WINC sites were: Baltimore, Cincinnati, Denver, Miami (Dade County), and Phoenix. As mentioned before, the sites were selected after consideration of numerous factors. The capsule descriptions which follow are intended to provide a concise picture of these sites as perceived by the CONSAD team at the WINC project's inception.

> Baltimore, Maryland -- A growing eastern metropolitan area of about 2 million persons, Baltimore has an advanced CETA implementation system, having early established a strong local CAMPS planning structure. MDTA programs were operating well in a newly designed skill center operation at WINC's inception. CEP-ES outreach centers were restricted to target area impact, but were to be expanded under CETA to reach residents of a five county MPC area, including MDTA eligibles. A welding training program run by CEP was flourishing, and although recruitment of women was not a priority, several women expressed interest, entered training, and showed exceptional promise. Projections on available employment showed adequate placement opportunities for women in occupations like welding and machine tool operation, and CETA staff members indicated employer interest in hiring women.

Cincinnati, Ohio -- Located at the extreme southwest corner of Ohio, just north of the Mason-Dixon Line, Cincinnati has a metropolitan area including Northern Kentucky and an urbanized area population of 1.4 million. Known for the diversity of its industry, Cincinnati has an economic structure involving corporate headquarters, research facilities, and heavy and light manufacturing. Northern Kentucky is beginning to develop industry besides the small service and retail establishments which have been its major source of employment. The area has substantial black and Appalachian white minorities.

Many changes were underway in the vocational education and training structure of Greater Cincinnati and nearby semi-rural counties to the north, when WINC began: The Cincinnati Public Schools operate the Stowe Adult (Skills) Center, and are developing extensive vocational education facilities in the comprehensive high schools as well. The CETA system operates within the Public Schools and the Community Action Commission of the Cincinnati area.

Denver, Colorado -- The Manpower Administration's highly successful "Better Jobs for Women," the first program designed to move women into registered apprenticeship in the skilled trades and crafts, is located in Denver. The program has worked with community action groups, unions, employers, city and state agencies, and with the local community colleges, which performed the area's MDTA institutional training. A recruitment and referral network was established already in Denver, with priority to minority female heads of households when WINC began. Denver has significant numbers of black and Spanish-American women, and a study of "Poverty and Jobs in Denver" (for U.S. Department of Commerce, 1969) called for training to alleviate a high unemployment rate among disadvantaged women and to cure a chronic need for skilled and semi-skilled workers. The Denver Manpower Administration, the city's administrative arm for CETA, had established rapport among manpower delivery systems, special programs, and relevant institutions and support agencies. Because of the work done by the "Better Jobs for Women" program in raising levels of awareness, new careers for women under CETA (MDTA) expected to flourish there. Far from duplicating the services of "Better Jobs," the pilot MDTA project was to reach a separate enrollee population and provide a prevocational model from which female aspirants for craft union apprenticeship could be drawn.

Miami (Dade County), Florida -- The Metropolitan Dade County Government maintained an action-oriented program of service study for women. Their Manpower Area Training Council's Subcommittee on Women was chaired by a representative of the community college, which delivered MDTA institutional services at WINC's inception. The Council for the Continuing Education of Women was broadening its previously professionally-oriented scope to include women in skilled trades. Vehicles were thus being established to generate interest, provide selection services and maintain effort in a new careers project for women. Employment opportunities were generally good in Dade County, and employer receptiveness seemed to be more than adequate in the occupational areas contemplated, according to administrators in the adult vocational education structure. This southeastern county contain a complex and large CETA system, to serve its multi-ethnic clientele.

Phoenix, Arizona -- This urban center accounts for about one-half of Arizona's population. The city matured after World War II and experienced rapid growth in the past twenty years. There is little union activity in the area which is inhabited by a young, generally well educated population. Apart from the large mining industry, major growth has occurred in both wholesale and retail trade and manufacturing. There has been little activity in regard to training or employment for women. The MDTA training facilities were excellent and the staff there were receptive to a program for new careers for women. There is a sizeable Spanish surnamed and Native American population in this southwestern locale.

The similarities and differences among the WINC sites become most evident when basic factors of population size, age, educational level, median family income, and unemployment data are examined. Table 1* provides an overview of the sites, showing the range of variation from the most populated area, Baltimore, to the least populated site, Phoenix.

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*These dates were extracted from the Detailed Characteristics, 1970 Census of Population Tables 138, 147, 198.

Table I: WINC Community Environment

		Baltimore	Cincinnati	Denver	Miami	Phoenix
SMSA Population	Total	2,070,670	1,384,842	1,227,529	1,267,792	967,522
White Male		768,148	580,406	564,658	508,775	446,017
Black Male		233,852		24,358	90,085	16,090
Other Male		5,772	1,044	8,159	3,235	9,868
Total Male		1,007,772	663,282	597,215	602,095	471,975
White Female		801,159	625,433	595,934	562,887	468,447
Black Female		256,160		25,766	99,581	16,782
Other Female		5,579	1,392	8,614	3,229	10,318
Total Female		1,062,898	721,560	630,314	665,697	495,547
In-City Population	Total	905,759	452,376	514,678	334,859	581,562
White Male		226,587	145,991	216,438	119,177	262,272
Black Male		197,925	57,358	22,588	36,001	13,387
Other Male		2,955	823	4,563	1,201	5,338
Total Male		427,467	209,479	243,589	156,379	280,997
White Female		253,250	168,014	241,749	137,200	280,238
Black Female		222,285	67,556	24,423	40,155	14,509
Other Female		2,757	1,067	4,917	1,125	5,818
Total Female		478,292	242,897	271,089	178,480	300,565
Median Age		27.9	27.5	26.4	37.4	27.0
White Male		28.3	41.5	25.8	40.4	26.5
Black Male		22.0		21.3	23.2	19.4
Other Male			26.45			
Median Male		25.15	25.9	25.6	36.0	26.1
White Female		30.9	42.6	27.4	43.2	28.4
Black Female		23.8		23.6	24.5	21.0
Other Female			27.1			
Median Female		27.35	28.9	27.2	38.7	27.9

Table 1: (Cont'd)

	Baltimore	Cincinnati	Denver	Miami	Phoenix
Median Educational Level	11.2	11.4	12.4		12.7
White Male	--	--			
Black Male	9.5	10.0			
Other Male	--	--			
Total Male	11.1	11.4			
White Female	--	--			
Black Female	10.3	10.3			
Other Female	--	--			
Total Female	11.2	11.5			
Median Family Income	10,661	10,307	9,654		9,854
White Male	11,405	10,936			
Black Male	8,828	8,260			6,935
White Female	5.319	5,278			
Black Female	3,953	3,406			2,890
Total Spanish-surnamed (Male & Female)			7,323		7,485
Total Black (Male & Female)	7,412	6,816	7,286		5,713
All Female Head of Household					5,374
Unemployment Rate *(Total)	8.9 SMSA	10.3%		SMSA 10.2%	5.8%
Unemployment Rate - Women	11.9 City				6.5%

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*Sources differe for each site and reflect most recent, available data (1974 r 1975 figures).

The major age difference of the total population is between Miami and the remaining four sites -- median of 37.4 years vs. 27. For women in the five sites, the median age range, also followed this pattern with the Miami median falling at 38.7 years vs. 28.5 for the other four sites. The median educational level varied slightly from 11.2 years in Baltimore to [illegible]7 years of education in Phoenix. The median educational level for women was equal to or greater than the overall median education level in all sites. Median family income was highest in Baltimore, $10,661/year and lowest in Denver $9,654/year. Median income for female heads of household was about half of the median family income in all sites -- approximately $5,300/year. Finally; the unemployment rate was high in all sites and higher still for women.

The Employment and Training Program Structure

CETA was intended to facilitate growth of a flexible, decentralized manpower system to train and employ the underemployed, unemployed, and economically disadvantaged and to make local and state officials instead of the federal government responsible for the planning and administration of certain manpower programs. At the inception of the Women in New Careers (WINC) project, CETA organizations were just being developed. Hence, the WINC demonstration effort was begun when CETA structures were in a state of transition from MDTA and newborn councils and configurations were engaging in their first activities.

The organizational structure of the CETA system could not be fully anticipated and varied, in fact, across the sites in terms of the membership, roles and relationships of numerous groups. There were some common elements, however, which included:

- The Prime Sponsor;
- A Manpower Planning Council;
- Advisory Planning Councils; and
- A Manpower Delivery System.

Two of these elements -- The Prime Sponsor and the Manpower Delivery System -- are described briefly since they were the parts of the system associated most with the WINC effort. In general, the Prime Sponsor's organization is responsible for planning services (including contract and fiscal management, program monitoring and evaluation, and labor market research) and administrative services (such as provision of staff support to the Prime Sponsor and subcontractors in areas of personnel, legal, equal employment opportunity, public information, and staff development). Also, the Prime Sponsor's organization has responsibility for manpower and youth services which includes administration and coordination of direct services to CETA clients through operations such as Manpower Service Centers, Public Service Employment programs, numerous skill training centers, and manpower marketing.

The Manpower Delivery System in the five WINC sites had the following major components:

- Manpower Service Centers -- a network of accessible and effective centers to provide services to job seekers including: placement services to the job ready; referral to training for those who lack skills; counseling and testing to assist applicants in understanding their potential in the labor market; supportive services to those with barriers to employability (transportation, child care, etc.); and employer services (labor market and job finding information).

- Training Programs -- for persons unable to find jobs or unprepared for employment because of skill or education deficiencies or lack of work orientation, a host of programs were operated including: on-the-job training; work experience coupled with skill training or remedial education; and classroom training.

- Support Services -- to provide for the extraordinary needs of clients with special barriers to employability.

- Manpower Management Information System -- to collect and disseminate information needed to coordinate system components, provide job bank data, follow-up participants, meet federal reporting requirements, and establish internal management and evaluation systems.

As mentioned before, these CETA entities did not exist at the inception of the WINC project, therefore, initial project activity was based at the MDTA Skill Centers which performed similar functions to those described above for the Manpower Service Centers and Training Programs and also actually provided training programs.

During proposal development, CONSAD utilized lead time to contact Skill Center officials and local government manpower planners in several cities to determine local responses to a program of new careers development for women. Following contract award, the Project Director visited the sites to determine their value and potential for cooperation and success in the study.

Site selection was accorded primary concern during this period; the eliciting of the full cooperation of the many components of the CETA system was considered essential to project success. In each site selected, CETA plans had been fully approved by DOL and HEW, dollar allocations and trainee slot levels had been assigned to the OE Skills Centers, and a minimum of five viable non-traditional training areas were available for female enrollment. In each area, the approval of the CETA operations director was obtained by the CONSAD project director, Skills Center officials agreed to cooperate as did HEW Regional Program Officers and State Office of Education liaison staff. In making the final selection, these community and program factors proved to be significant:

- Population factors, including total population of the city, county, and/or metropolitan area, and racial/ethnic breakdowns;

- Labor market factors, including the overall unemployment rate, unemployment rates and demand levels for various occupations in which MDTA programs provide training (but which are traditionally closed to women), and demand factors in more traditional women's occupations;

- Program and enrollee factors, including number and characteristics of enrollees (particularly percent who are women and their socio-economic characteristics), occupations trained in, length of training and start dates, referral procedures and sources, funding level, etc.;

- Community factors, including inter-agency relationships and levels of cooperation with the CETA program, priorities and attitudes of the manpower prime sponsor, etc.;

- Attitudes of the program staff, particularly their willingness and eagerness to participate;

- Attitudes of staff of other manpower programs, particularly their willingness and eagerness to cooperate in the project;

- Attitudes of representatives of relevant employers and/or unions, concerning possibilities for employment of women after training;

- Attitudes of women enrollees and community groups towards opening up new occupations for women; and

- Type of MDTA programs at the site (area vocational school, skills center, or community college.

The sites selected were chosen to obtain the broadest possible number of variables for study, to provide representative examples of client groups, types of skills centers, levels of CETA involvement, areas of training; and labor market situations. Included in the group were Baltimore, Maryland; Cincinnati, Ohio; Denver, Colorado; Miami (Dade County), Florida and Phoenix, Arizona.

The following are major activities performed July 1, 1974 - December 31, 1974, in chronological order.

- The Project Director visited sites to establish relationships with site officials, research local interrelationships, and identify potentiality for project success. At this time, letters of intent were solicited (and later received) by officials of CETA and the Skills Centers.

2. A CONSAD labor market analyst studied local data to determine potential for placement of women in non-traditional areas.

3. Project core team was identified and trained in the two dimensions of the study described above. Monthly in-service training sessions for site coordinators were scheduled for the duration of the field portion of the study.

4. Information gathered at sites was thoroughly analyzed.

5. Selection procedures for WINC participants were discussed with officials at each site, and methods of selection devised.

6. Selection methods were pretested on 12 women at the Pittsburgh site.

7. A methodology for exploring attitudes of women about themselves and their perceptions of the work world was devised.

8. A methodology for determining employer attitudes was devised.

9. An outline for implementation of the program at the five sites was developed and presented to the site coordinators.

10. A literature search was conducted, and an analysis has been made of relevance to this project of available materials concerning:

    .. vocational counseling (especially, counseling women);

    .. career education;

    .. characteristics of minority women entering or already in the work force;

    .. theories of vocational choice; and

    .. the socialization process (especially, the effect of value systems in the subculture).

11. A technical paper on the status of women in the world of work was completed in draft (and later used to produce an informational brochure for employers).

12. Outstanding or representative materials were collected in a preliminary bibliography and distributed to site coordinators for their own research.

13. Career Development Materials (the instructor's manual and women's workbook) were drafted, pretested, approved for use by OE and produced for use in the five sites.

14. Documentation of site experiences was planned to ensure an objective, detailed record of actual activities in each locale and included a weekly site coordinator log of project activities, submitted to the central office.

On the primary level, WINC was a vocational education/manpower project with manpower implications, designed to perform at a high level of operational competency. Thus, staff tasks were structured to correspond to the manpower training and supportive service needs the project director expected to be demonstrated throughout the continuum of the enrollees' experience. Site coordinators were trained by CONSAD professionals in the fall of 1974 to respond effectively to potential situations and to move through major project operations with sensitivity to CETA and skill center concerns. As noted previously, career decision-making materials were developed and site coordinators established working relationships with CETA system and skill center personnel in all sites thru December, 1974.

Orientation began in January, 1975 for potential WINC enrollees and was discontinued in June. The lengthy time frame of the activity and the varied form of the orientation was the result of different orientation structures encountered at each site. In general, orientation consisted of ten or more hours of exposure to the WINC Enrollee Workbook. Where possible, the material was presented as part of the regular CETA orientation at the Manpower or skill center. Otherwise, a special orientation program, for women only, was conducted by the site coordinator. The orientation provided an opportunity for examination of the nature of non-traditional jobs and allowed the women to explore their feelings about non-traditional careers. WINC enrollees selected occupational training areas after their exposure to the orientation materials.

The following were the major activities in the period January -- June 30, 1975:

1. Potential enrollees were interviewed and enrolled in orientation; selectors were placed in non-traditional training.

2. Instructors and counselors were informally interviewed to determine attitudes about women in non-traditional training.

3. Job development strategies were developed jointly by project staff and CETA/Skills Center managers and job development personnel.

4. Project staff maintained high counseling support of enrollees, which sometimes extended to finding daycare assistance, appearing in court to offer alternatives to incarceration, and counseling family members with problems affecting participation of a trainee.

5. Employers were made aware of the project's existence and intent, and some employers were interviewed to determine their attitudes and recommendations concerning training for non-traditional jobs.

6. Jobs were located for some women who preferred to spin off prior to completion of training, or who were in substandard or poorly functioning classes, or for whom OJT slots became available.

7. Project staff met with groups interested in replicating the project after its completion. Most were women's advocacy organizations.

8. Staff training was rendered on a one-to-one basis, usually when instructors or counselors were harsh or unsupportive to female enrollees.

9. The Project Director maintained continuous contact with officials of the site, and visited each site on a regular basis to evaluate progress.

10. Project staff attended board meetings and faculty meetings upon invitation, and were informed about the administration of the Skills Center. The site coordinators also had access to CETA policy makers and were informed about ES, OIC, SER, and other delivery systems.

11. Project staff met as a group on a quarterly basis. At these meetings strategies and research and data needs were reviewed, analyzed, and improved when necessary.

12. Relationships with WIN were strengthened; many Phoenix WINC participants were WINC clients.

13. Information about pre-enrollement attitudes of women in the project was compiled.

14. Progress of each enrollee was logged weekly by the site coordinator.

15. A bibliography and network of services list were continuously updated and maintained.

16. A two-day technical assistance session for CETA counselors was conducted by CONSAD trainers to convey improved techniques for counseling female clients at the request of one site.

A total of 267 women were screened in the five sites and considered for entrance into training programs in non-traditional blue-collar careers.* The screening and orientation process occurred from January to May, 1975 and 55 of the 267 women chose to enter non-traditional training upon completion of this process.

Following the orientation phase, the women entered training programs in several occupational areas (those available in the skill centers) including:

- Auto Mechanics;
- Auto Body Fender Repair;
- Building Maintenance;
- Business Machine Repair;
- Carpentry;
- Drafting;
- Electronics;
- Machine Tool;

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*"Non-traditional blue-collar careers were defined for purposes of this project as those areas excluding food service, health service and clerical occupations.

- Meat Cutting;
- Painting;
- Printing; and
- Welding.

The Site Coordinators maintained regular (at least weekly) contact with WINC enrollees and the manpower and education systems personnel during the training phase. In most cases the coordinators cooperated in and supplemented counseling and support services to WINC enrollees.

Discussions with Skills Center and CETA Counselors and Instructors concerning key issues and concerns about women in non-traditional careers were conducted from April to July at all five sites. The information these professionals shared provide clear insights into the attitudes of the delivery system personnel who influenced and impacted directly on the career choices of the WINC enrollees and other women clients. Sessions with the WINC enrollees yielded evidence of the impact of delivery system personnel and also have indicated the importance of peer and family pressure on their career choice and behavior during the training phase of the project.

Initial job development and placement of WINC enrollees began in July and progressed smoothly. CETA and WIN Job Developers and Skills Center instructors were extremely cooperative and vital in the placement of WINC enrollees. This may be due in part to the positive experiences of manpower and education personnel in their contacts with

WINC women. The project participants attrition rate was lower than general Skills Center attrition rates. Employer response reflected current economic pressure; many employers had laid large numbers of workers off, and did not anticipate any new hires of either women or men. However, employers, in general, displayed a favorable attitude toward the project. CONSAD site coordinators distributed its OE-approved brochure "Why Not A Woman?" to employers and others in the community who might be helpful in assisting the current effort to improve opportunities for women in new careers.

Given that each site differed in terms of the client population, the manpower and educational delivery system and the economic conditions of each locale, it seems appropriate to provide a brief sketch of the project activities at each of the five sites.

Baltimore

The CETA administration was extremely cooperative with the WINC effort. They negotiated special arrangements for implementation of the WINC orientation activities and ensured adequate training slots at the Skill Center for WINC enrollees. Eleven women chose non-traditional training after the first orientation. One dropped out of the program, but nine of the eleven were placed in training-related jobs by August 1975. The other two women remained in training and were joined by six other women who enrolled in non-traditional training following a WINC orientation held in May, 1975.

The Baltimore CETA requested and CONSAD provided two days of technical assistance sessions for counselors to learn improved methods for counseling women and assisting their career decisions. This activity occurred in June and follow-up conversations indicated receptivity to additional technical assistance or training activity.

Skills Center administration and staff support and cooperation for the WINC project were clearly evidenced during the summer months when instructors placed four women enrollees in welding positions and two women in machine tool operator jobs.

Cincinnati

The Stowe Adult Center and CONSAD negotiated for first-priority slots during the duration of the project. CETA priorities of this site, however, were aimed at Services for Vietnam-era veterans and this condition coupled with the delays incurred in the tranformation from the MDTA system to CETA, seriously hampered implementation of the short-term intervention project. A total of six women finally were enrolled through WINC in auto mechanics, drafting, machine tool training and welding.

Delivery system staff (OBES, CETA, OIC, Skills Center) all were supportive and aided the WINC effort significantly.

Denver

As noted previously, major changes in the CETA arrangement with the Denver Community College influenced the progress of WINC at this site. Under the new agreement, begun in June, CETA refered women to skill training under the regular Community College enrollment system. Nine women were enrolled in WINC in Denver and seven remained in training for careers in auto body repair, auto mechanics, drafting, electronics, printing, and business machine repair.

There were linkages among WINC, CETA, WIN, OIC, ES, and the DOL sponsored program, Better Jobs for Women. Three job placements had occurred as of October, 1975 when the WINC field phase was completed -- two women were employed as auto mechanics and a third woman was placed in motorcycle repair work. Additionally, one WINC enrollee made a career decision to remain in electronics training until April, 1976, so that she would be eligible for an FCC Number One [illegible]cense.

Miami

This site had two major barriers to success: very strong traditional attitudes which were unapologetically retained by Skills Center staff, and a Skills Center that actually is a group of four buildings situated at a considerable distance from each other. There was some initial difficulty in working within a vast and sprawlingly complex CETA system, but the Miami Dade Department of Public Instruction maintained a strong position within the CETA system, and assisted CONSAD in negotiations for slot priority. Thirteen women were enrolled in training at the Skill Centers and through OIC in air conditioning, auto mechanics, building maintenance and printing. Two of the WINC women were migrant workers and another was a handicapped (deaf) Native American. One woman completed training in air conditioning and moved to another state. A second WINC enrollee was placed as an auto mechanic. Most of the Miami enrollees were scheduled to graduate in late November from their training programs and CETA or OIC personnel will assist them in job placement and follow-up services.

Phoenix

At this site, eleven women entered training at the Maricopa County Skills Center to become auto mechanics, meat cutters, and welders. While there were at least three potential forces operating to impede the WINC project: (1) the tradition bound population; (2) the extremely high area unemployment level; and (3) the low skill and basic educational level of the CETA and WIN women referred to WINC, the project progressed well. CETA, WIN and Skills Center staff were extremely cooperative. CONSAD trainers provided two days of technical assistance at the site in response to requests from CETA and WIN counselors and job developers for aid in improving their skills in counseling and placing women in non-traditional careers, in July.

As of October, 1975, six women were placed in training-related jobs -- one as an auto mechanic, one as a teacher aide for the welding instructors at the Skills Center, two as meat cutters at local supermarkets, and two moved from the area, but were placed in their new locales as welders.

One achievement of the CONSAD/WINC effort was the high rate of participant retention (87%). Skills Center attrition rates usually exceed 20% of total enrollment. CONSAD attributed WINC's highly successful rate of retention to close individual follow-up by Site Coordinators, special assistance and support from some Skills Center instructors, and the relative sophistication of WINC clients (most of the women made mature, thoughtful decisions and articulated an understanding of the need to cope with societal barriers to non-traditional employment).

Job placement and follow-up information about the women who participated in the WINC project is provided in the next section of the report, "Findings".

In all sites, CETA and Skill Center personnel indicated that the opportunity for women to make a non-sex stereo-typed career choice was improved because of the WINC experience. In follow-up correspondance to the WINC project director, one CETA official stated:

> "You are possibly aware that our women automotive trainees, at the South Dade Skill Center, were easily placed and are still currently employed in the occupation for which they were trained. History and science books are full of stories of individuals doubting success of others -- even Columbus had his doubters. I personally think this was a breakthrough and will help us overcome this barrier in future training attempts here in Dade County."

Some important actions were taken by CETA programs at the completion of the project including:

> Baltimore -- Added orientation activities to the CETA intake process (there was none prior to the WINC project). Also, they employed the WINC site coordinator to develop a staff development program for improvement of services to all CETA clients.
>
> Denver -- An orientation module, based on the WINC career decision making materials was adopted for use by the Denver Manpower Center.
>
> Miami -- A proposal is pending approval for implementation of an expanded WINC-type project, to be supported by Dade County CETA funds.

Out of eighteen months of experience have come numerous findings -- a short set of those based on the project experiences completes this section of the report and is followed by a more extensive section "findings" based on data and documents collected throughout the project.

Some interesting "anecdotal" or "impressionistic" data based on the WINC site coordinator's observations about the program and the women who participated are as follows:

1. Career selection was rarely an appropriate term for the superficial exposure to job information through which women have been traditionally guided; women perceived themselves to be temporary - and temporarily - job seekers.
2. Adult women universally claimed that few guidance counselors or instructors were helpful in presenting job information, and when they did, jobs were divided into male and female categories.
3. Instructors and counselors had the most influence on actual job or training choice. Peer group pressure seemed to be much less significant in job choice than was family pressure.
4. Women were enthusiastic and knowledgable about equality of opportunity, but although they proclaimed that a woman could do anything a man could do, this assertion seemed more philosophical than practical for personal application.
5. Women were responsive to motivational techniques designed to broaden career choices, and found non-traditional careers intrinsically attractive, but were dissuaded by family members and counselors, or by instructors who claimed to be committed to equality, but did not always maintain that committment in a classroom situation. In short, recruitment was the easy part.
6. A major deterrent to choosing non-traditional blue-collar work is the American dream of the "glamour job."
7. As in the placement of minority workers during the past decade, the major training task was needed for middle management and instructional personnel who frequently operated from biases of which they were usually unaware.

b. Findings

Based on extensive discussions with WINC enrollees (in both traditional and non-traditional occupational fields), CETA intake counselors, Skill Center instructors, and potential employers of WINC enrollees, an analysis of the employment and training environment was done at each of the five sites. This effort concentrated on an analysis of three primary components of the system -- the trainees, the delivery system, and the employer population. Results of this analysis for each of the three major components are presented below.

1. The Trainees

Trainees of direct interest to CETA were women over 18 years of age, unemployed, and seeking job or career training. Therefore, this was the specific population upon which the WINC project focused, and for whom basic demographic and attitudinal data were collected. It was hypothesized that factors such as age, ethnicity, family configuration, and predispostions toward particular kinds of jobs and work environments were important factors in affecting training choices.

Selector/Non-Selectors

As explained previously, all women receiving a WINC orientation were divided into two groups -- those choosing training in a non-traditional career and those choosing training in a traditional career.*

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*As defined previously, traditional occupations were clerical, health services, and food services.

The distribution of women -- selectors and non-selectors -- in each site is shown in Table 1. The client data which follows is dimensioned by selector/non-selector category. No interpretation of these data should be made by inspecting them in the abstract. Cincinnati with a 46% rate in recruiting women into the selector group was no more "successful" than Phoenix with a 13% selector rate. The total number of women who had any contact with the WINC orientation, and the number of women actually recruited into non-traditional career training, were a function of the many variables detailed in the individual site reports in Volume III. Enrollment rates into non-traditional training were not considered critical; rather, a minimum of five women per site were sought as participants.

Age Distribution

Table 2 displays the age distribution of all selectors and non-selectors by site. The age distributions of both selectors and non-selectors, across sites, are similar. The modal age class (that group within which more women fall than any other age group) for both groups is the 20-24 year old class. The major differences noted between selectors and non-selectors, however, are in the youngest and oldest age intervals. The selector group is skewed slightly toward the older group with 23% over 28 years while the non-selectors are skewed slightly toward the younger group with 27% under 20 years.

Ethnicity and Age

The age pattern distribution holds true for each ethnic group for both selectors and non-selectors as shown in Table 3. Although Black women coming into contact with WINC were somewhat younger than White women -- 74% of Black selectors were under 25 as compared to 54% of the White selectors -- 71% of Black selectors were under 25 years as compared to 58% of White selectors. These data indicate little difference by ethnicity in the age make-up of selectors and non-selectors.

Ethnicity by Site

The following aspects of the ethnic characteristics of Women contacted by WINC site coordinators (Table 4) are noteworthy:

- Eighty-eight percent of the Baltimore selectors and 97% of non-selectors were Black.
- Eighty-three percent of Cincinnati selectors were Black, and 57% of non-selectors were Black.
- There were no Black selectors in Denver. The women in Denver were 67% white and 33% Spanish-surnamed.
- Miami had only one Spanish-surnamed woman selector (7%) in a metropolitan area with a large Spanish speaking population.
- Phoenix had a distribution of selectors of 70% White; 10% Black; and 20% Spanish.
- Only one Native American enrolled in the entire WINC effort -- at the Miami site. Both Denver and Phoenix have sizeable Native American communities, but no Native American women were referred by CETA to WINC at these sites.

Table 1: Number of Selectors and Non-Selectors by Site

	Baltimore	Cincinnati	Denver	Miami	Phoenix	TOTAL
Selectors	17	6	9	13	10	55
Non-Selectors	36	7	51	50	68	212
TOTAL	53	13	60	63	78	267

Table 2: Percentage Distribution: Client Age by Site

Selecotrs (S)
Non-Selectors (NS)

		Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
Under 20 years	S	24	0	33	23	20	21
	NS	25	14	27	38	22	27
20-24 years	S	65	33	33	38	50	48
	NS	42	28	33	33	40	37
25-28 years	S	11	0	0	8	10	8
	NS	22	43	18	13	18	18
Over 28 years	S	0	67	33	31	20	23
	NS	11	14	22	16	21	18
TOTAL	S	100	100	100	100	100	100
	NS	100	100	100	100	100	100

Table 3: Percentage Distribution: Age by Ethnicity

Selector (S)
Non-Selector (NS)

Ethnicity		Under 20	20-24	25-28	Over 28	TOTAL
White	S	4	15	4	12	35
	NS	9	14	8	9	40
Black	S	13	29	4	11	57
	NS	12	15	7	4	38
Spanish	S	4	4	0	0	8
	NS	6	8	3	5	22
TOTAL	S	21	48	8	23	100
	NS	27	37	18	18	100

Primary Wage Earners by Site

One of the common myths about working women is that they work primarily for "personal fulfillment" or for luxuries. Sixty percent of the women who chose to participate in WINC were primary wage earners as compared to 47% of the non-selectors. In fact, in two sites, Cincinnati and Phoenix, 100% of the WINC enrollees were primary wage earners in their households.

Educational Level

Approximately half, "56%", of the women who chose to participate in WINC were high school graduates. The group average was affected by the very low high school completion rate (18%) of women under 20 years of age. This is in contrast to the women in the 20-24 year old category who had a 78% high school completion rate (see Table 6). Examination of education by ethnic group indicated that both White selectors and non-selectors had a slightly higher percentage of women completing high school than Black selectors and non-selectors who in turn had a higher percentage than Spanish-surnamed selectors (see Table 6a).

Motivation

All women contacted by the WINC site coordinators were asked why they wanted a job. The primary response -- 67% of the selectors and 54% of the non-selectors -- was "to make money for basics".

Table 4: Percentage Distribution: Ethnicity by Site

Selector (S)
Non-Selector (NS)

		Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
	S	12	17	67	29	70	35
White	NS	3	43	49	58	41	40
	S	88	83	0	64	10	56
Black	NS	97	57	8	42	24	38
	S	0	0	33	7	20	9
Spanish	NS	0	0	43	0	35	22
	S	100	100	100	100	100	100
TOTAL	NS	100	100	100	100	100	100

Table 5: Percent Respondents "Primary Wage Earner": Site by Selector Category

	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
Selector	35	100	50	45	100	60
Non-Selector	31	57	71	42	45	47
Site Average	32	77	69	43	52	50

Table 6: Percent Respondents Completing High School

By Age Group

Age	Selector	Non-Selector	Group Average
Under 20 years	18	39	35
20-24 years	78	47	56
25-28 years	50	50	50
Over 28 years	50	42	44
Group Average	56	45	47

Table 6a: Percent Respondents Completing High School By Ethnicity

Ethnicity	Selector	Non-Selector	Group Average
White	63	53	55
Black	57	51	53
Spanish	25	20	21
Group Average	56	45	47

Forty-three percent of the women cited their desire to be independent as another important reason for working. The least important reasons for wanting a job, according to both selectors and non-selectors, were (1) to meet people and (2) because someone (e.g., a welfare caseworker) insisted they become employed. There was little variation in response to this topic among the various ethnic groups (see Table 7).

Significant Other Influences

All women contacted by WINC site coordinators also were queried about the possible influence of others on their attitudes toward themselves and their work attitudes. Parental influence was high at two sites. Eighty-five percent of the women in Baltimore and 50% of the women in Miami said their parents encouraged them to succeed, to "grow up to be somebody." In three of the sites 40% or more of the women mentioned other women with jobs outside the home who had served as role models.

To determine the influence, if any, of school teachers and/or guidance counselors on career paths, WINC site coordinators asked women whether they had a guidance counselor -- 92% in two sites said they did , 68% in another site, and 51% and 39% in the remaining two sites said they did.

The women indicated that generally they had not discussed vocational goals with a counselor in the past -- in three sites, 60% to 80%

Table 7: "Why Do You Want A Job Now"
Percent Respondents: by Ethnicity

Selector (S)
Non-Selector (NS)

		Meet new people	Make money for basics	Make money for extras	Someone insists	Want to be independent	Not enough to do at home	Use a skill I have	Other
White	S	0	60	25	5	55	20	15	40
	NS	10	56	18	4	43	20	12	39
Black	S	0	70	17	0	33	23	10	50
	NS	6	53	12	5	38	26	4	22
Spanish	S	50	75	50	25	50	25	25	25
	NS	7	51	29	9	40	16	9	38
Average Percent	S	4	67	22	4	43	22	13	44
	NS	8	54	18	6	41	21	8	33

of the women said they had not received guidance counselor assistance in considering vocational goals. Forty-five to fifty percent of the women indicated that teachers had discussed jobs and job requirements in various classes, and/or exposed their students to books or films about various careers.

As noted previously in the report, follow-up of the women who participated in the WINC project was conducted by manpower and/or skill center personnel. While follow-up information available was incomplete at the time of contract completion, some data have been made available to CONSAD by manpower officials. These data show the status of the fifty-five women (as of January, 1976) to be as follows:

	Baltimore	Cincinnati	Denver	Miami	Phoenix	Total
Selected WINC	17	6	9	13	10	55
In Training	2	3	1	0	0	6
Training Completed	12	2	7	11	8	40
Dropped-Out	3	1	1	2	2	9
In Training Related Job	6	0	3	2	3	14

As might be expected, the WINC enrollees who were placed in training related jobs had a much higher starting wage than those women placed in traditional employment due to the higher hourly rates of the skilled trades -- $3.99/hour was the group average. The highest salaries paid to the women were in welding positions, where the starting wage was $5.56/hour.

CONSAD intended to provide an analysis of overall training and placement information in the five sites -- to compare prior MDTA/CETA findings with the WINC data.* This analysis proved to be infeasible due to lack of readily retrievable data in the sites on all clients related to five variables: (1) type of training (occupational area, e.g., welding); (2) number of clients placed in training; (3) number of clients completing training; (4) number of clients placed in training related jobs; and (5) the cost of training clients.

Two of the five sites did provide most of this for 1974-75. In one site, 28 women of 144 CETA clients were enrolled and completed training in one of the non-traditional careers: building maintenance, machine tool, and welding. Of those 28 women, 14 were WINC enrollees. In the second site which provided data, 18 women out of 609 were enrolled in and completed training in the following courses: automotive, welding, and meat cutting. Of the 18 women in this site, eight were WINC enrollees. Thus, the existence of this small demonstration project nearly doubled the number of women trained in non-traditional careers in these two sites.

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*Under MDTA, annual evaluation reports routinely contained the trainee data described below. With the transition to CETA, requirements for data collection changed and now focus on broad categories of activity, e.g., classroom training, on the job training, work experience, direct placement, retrieval by occupational area would have required special computer programming and data analysis efforts by the manpower personnel in the WINC sites.

2. The Delivery System

The two major groups of personnel who were most important in interacting with WINC enrollees (and all CETA clients) were the counselors at CETA centers and Skill Centers, and the instructors at Skill Centers and other training sites. The CONSAD site coordinators met with and carried on extensive discussions with ninety-four counselors and seventy-five instructors during the course of the WINC project. The purpose of these discussions was to collect descriptive information on the characteristics and attitudes of these two influential groups in the employment and training system.

The Counselors

In terms of professional experience, 41% of the counselors at the WINC sites had worked more than five years in a counseling position. At Denver and Phoenix, counselors were more experienced, with 50% and 56%, respectively, of them having worked more than five years.

The least experienced counselor group was at Baltimore, where only 24% had worked more than five years (see Table C-1).

WINC site coordinators also inquired about the extent of exposure of these counselors to staff development activities -- particularly to new techniques focusing on vocational or personal counseling of women. As illustrated in Table C-2, only 16% of the counselors had participated in workshops and only 4% were using new guidance materials.

The counselors at each site were asked about their feelings toward women participating in the workforce. While there was little variation in opinions by site, in two areas of response attitudes surfaced that may indicate widespread resistance to women entering non-traditional work fields. First, 59% of the counselors believed that women supervisors cause men to be resentful. Second, 23% of the counselors suggested that women in non-traditional occupations are "disruptive". In their conversations with WINC site coordinators, counselors indicated that women should be able to follow any vocational or professional path they wish (97%); women should be able to compete for top-salaried postions (100%); and women could be competative without loosing their feminity (83%). Contrasting these theoretical notions with the more operational issues of what happens when women participate in non-traditional roles in the workforce, reveals some of the counselor's value conflicts (see Table C-3).

Table C-1: Number of Years in Type of Work

Percentage Distribution: By Site

Years	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
1-2	29	33	7	28	0	19
3-5	47	33	37	33	50	40
6-10	18	25	52	33	50	37
Over 10	6	9	4	4	0	4
TOTAL	100	100	100	100	100	100

Table C-2: "Have you had exposure to any new professional techniques for vocational or personal counseling of women?"

Percent of Respondents By Type of Exposure and Site

	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
Workshops	33	33	0	11	19	16
Newsletters & journals	0	50	3	6	0	9
Faculty or group meetings	6	58	7	11	6	14
Participation in surveys, studies or other research	6	8	3	0	0	3
Leisure reading	28	42	10	6	19	18
Informal discussions with other counselors	6	33	3	6	6	9
Using new guidance materials	0	8	3	11	0	4

Table C-3: "How do you feel about the following statements about women in the workforce?"

Percent Respondents Agreeing: By Site

	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
It is impossible for women to handle both a home and an outside career and do justice to them both.	22	17	14	6	13	14
Women present special problems in the workforce because they act inappropriately; for example, they burst into tears when things go wrong, they demand equal treatment with men in some cases and insist on their feminine prerogatives in others.	22	17	21	17	25	22
Women are naturally "people-centered" and men are naturally "idea-centered" or "machine-centered".	44	42	17	6	13	23
Women should be able to follow any vocation or profession they wish.	100	100	93	100	94	97
Women should compete for top-salaried positions usually held by men.	100	100	100	100	100	100
Women can be competitive in all endeavors without appearing masculine.	94	83	79	83	75	83
When women are placed in positions of authority over men, there are usually hard feelings.	83	33	59	44	69	59
There should be a division of labor between the sexes, because women and men have different abilities, interests, and aptitudes.	6	17	10	0	19	10
Women should be paid the same salary as men for doing the same job.	100	100	97	100	100	99
Now that women are entering the workforce in increasing numbers, the female sex is changing. They seem "less feminine".	11	8	14	12	14	12
Women in non-traditional occupations are disruptive.	28	42	11	0	33	23

Finally, counselors were asked to indicate any changes noted in female client awareness of occupational choice as a result of the women's movement, equal opportunity legislation, or implementation of career education concepts. More than fifty percent of the counselors indicated that they believe women are more aware of occupational options (see Table C-4).

The Instructors

As indicated, WINC site coordinators carried on discussions with seventy-five instructors, most of whom taught non-traditional skill areas. Ninety-eight percent of the instructors were men -- the only female instructors were in Baltimore. The focus of these discussions was on gathering instructor perceptions on the characteristics and attitudes toward women in the workforce.

The level of experience of instructors, as with counselors, was fairly high -- 45% of them had taught for more than five years. The exception to this pattern was the Phoenix site, where only 14% of the instructors had taught for more than five years (see Table I-1).

Instructors were asked about their participation in staff development activities focusing on new techniques of vocational training for women. Of the 75 instructors interviewed, only 12% had participated in workshops addressing the subject of women in vocational training, and only 1% of the instructors indicated they were using new curriculum materials. Among the sites, instructors at Cincinnati had the greatest

Table C-4: Percent Respondents Agreeing: By Site

	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
More women are looking for jobs.	72	83	76	100	50	76
More women are looking for jobs formerly thought of as men's jobs.	89	92	52	56	25	60
Women are more aggressive in job seeking.	78	92	76	78	13	68
Women want better paying jobs.	67	75	72	89	38	69
More women are hired in professional jobs.	56	42	76	56	13	53
Women are more interested in preparing for careers instead of finding temporary jobs before marriage.	67	67	79	89	25	68
Women perceive that their career opportunities are expanding.	72	92	69	89	63	75

amount of exposure to new techniques for vocational training of women (see Table I-2).

Finally, the instructors were asked to share their perceptions about women in the workforce, especially in "non-traditional" roles. They too, indicate some value conflicts with working women. Table I-3 illustrates the responses of the 75 instructors who met and talked with the WINC site coordinators. It is noteworthy that 97% of the instructors indicated that women should be able to follow any occupational path they choose, and should be paid the same salary as men for the same job. Thirty percent of these instructors, however, indicated their belief that it is impossible for women to handle both a home and an outside career and do justice to both, and thirty-five percent of these individuals expressed the view that women in non-traditional occupations are disruptive (see Table I-3).

The implications flowing from these data and some recommendations to HEW/DOL officials are provided in section D of this report.

3. The Employers

Although the WINC project and processes were not designed to impact directly upon potential employers of women trained in non-traditional careers, the attitudes and perceptions of such individuals were considered to be a critical aspect of the study. The employers (those individuals or organizations who are potential employers of women with

Table I-1: Percentage Distribution Number of Years Taught By Site

Number of Years Taught	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Percent
1-2	33	11	14	31	43	25
3-5	29	33	36	38	43	35
6-10	29	45	29	12	14	26
Over 10	9	11	21	19	0	14
TOTAL	100	100	100	100	100	100

Table I-2: "Have you had exposure to any new professional techniques for vocational training for women"?

Percent Respondents: Type of Exposure by Site

Type of Exposure	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
Workshops	3	1	7	1	0	12
Faculty or group meetings	0	0	0	0	0	0
Participation in surveys studies or other research	0	0	0	0	0	0
Newsletters or journals	0	3	1	1	0	5
Leisure reading	0	5.3	1.3	0	1.3	8
Informal discussions with other teachers	0	5.3	1.3	0	0	7
Using new curriculum materials	1	0	0	0	0	1

Table I-3: "How do you feel about the following statements about women in the workforce"?

Percent Respondents Agreeing: By Site

Statements	Baltimore	Cincinnati	Denver	Miami	Phoenix	Group Average
It is impossible for women to handle both a home and an outside career and do justice to them both.	31	33	44	13	20	30
Women present special problems in the workforce because they act inappropriately; for example, they burst into tears when things go wrong, they demand equal treatment with men in some cases and insist on their feminine prerogatives in others.	30	33	42	15	20	32
Women are naturally "people-centered" and men are naturally "idea-centered" or "machine-centered".	50	56	54	38	40	49
Women should be able to follow any vocation or profession they wish.	94	100	96	100	100	97
Women should not compete for top-salaried positions usually held by men.	13	0	7	13	0	8
Women can be competitive in all endeavors without appearing masculine.	81	78	53	69	40	65
When women are placed in positions of authority over men, there are usually hard feelings.	81	56	52	63	33	61
There should be a division of labor between the sexes, because women and men have different abilities, interests, and aptitudes.	44	0	18	14	40	21
Women should be paid the same salary as men for doing the same job.	94	100	96	100	100	97
Now that women are entering the workforce in increasing numbers, the female sex is changing. They seem "less feminine".	19	22	11	7	20	14
Women in non-traditional occupations are disruptive.	33	44	42	27	0	35

non-traditional skill training) might impact this process in three critical areas.

1. Career choice -- Theoretically, the process of career choice for any individual is influenced by a variety of factors including family, education, the media and the perceived opportunities as portrayed by the employing sector of the economy. Although no individual employer or employing organization can have a significant impact, as an entire group, employers may reinforce old images of women in the labor force, thus having a profound affect upon a woman's career choice.

2. Recruitment and hiring practices -- The opportunity to apply for and be judged objectively on qualifications for employment is technically a legal right for all individuals entering the workforce. The attitudes and actual behavior of employers as they recruit and hire individuals affect women's career choice -- if they are devious and limit advertising positions they may preclude access to employment by exclusion of women from the recruitment process. Employers may not hire women in non-traditional skilled trades claiming inadequate technical skill without truly considering skill level, but rather due to concerns such as absenteeism, physical strength, or distraction of male coworkers. Women's awareness of employer resistance and special tactics used to avoid recruitment and hiring of female skilled laborers may also exert a major influence on their choices in seeking and securing employment.

3. Career Advancement -- Once employed, an individual's opportunity to advance in terms of status and salary is theoretically determined on the basis of job performance. Employers may affect this aspect of occupational experience for women in the non-traditional blue-collar trades by assuming that female workers have lesser financial needs than men, and thereby overlook them in making promotion decisions or the employer may fear resentment of his male employees toward a woman supervisor, and, therefore, may choose to exclude women from advancement. These underlying employer attitudes and behaviors may carry a great impact for women entering the skilled trades.

To conduct an initial assessment of the nature and extent of employer attitudes and barriers to women's employment in non-traditional careers, the WINC site coordinators met with almost two hundred (183) employers at the five sites. In selecting employers to visit, an attempt was made in each locale to go to large (more than 200 employees), medium (50-200 employees) and small (10 to 50 employees) companies representing the range of industrial and commercial enterprises. Tables E-1 and E-2 display the distribution of companies by size as well as the sex of individuals interviewed in each site -- 82% of the employers seen were men.

Table E-1: Percentage Distribution
Size of Company By Site

	Baltimore	Cincinnati	Denver	Miami	Phoenix	TOTAL
Large	58	50	60	68	27	52
Medium	23	33	20	27	42	29
Small	19	17	20	5	31	19
TOTAL	100	100	100	100	100	100

Table E-2: Percentage Distribution
Sex of Interviewee
By Site

	Baltimore	Cincinnati	Denver	Miami	Phoenix	TOTAL
Female	14	20	14	30	16	18
Male	86	80	86	70	84	82
TOTAL	100	100	100	100	100	100

Wherever possible, a chief executive officer, that is to say a policy-maker was seen. In some cases, the individual responsible for personnel matters and the EEO officer were also visited. Again, the primary purpose for these discussions with employers was to learn about their attitudes toward women entering non-traditional occupations.

Opinions about some topics discussed by employers with the site coordinators have been analyzed by different variables including: company size, sex of employer, site, and Standard Industrial Classification (SIC) code. Table E-3 summarizes employer data by company size. There is little variation among employers related to this variable. When summarizing data considering the sex of the respondent, (see Table E-4) female respondents tend to be in more general agreement in their reactions than male employers. The analysis of these items by site yields some interesting findings. In two sites, 50% or more of the employers indicated their belief that men resent women supervisors and in four of the five sites, more than one-third of the employers expressed agreement with the notion that women have different abilities and skills then men and jobs should reflect these differences (see Table E-4). Finally, in the analysis of employer attitudes by SIC code, there were two industrial areas in which employer's opinions seemed to be worth noting. First, an overwhelming percentage (75%) of those visited in the Finance, Insurance and Real Estate industry

Table E-3: Employer Attitudes
Percent "Agree" and "Disagree"*
By Company Size

	Company Size						AVERAGE FOR ALL EMPLOYERS	
	Large		Medium		Small			
	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree
It is possible for women to handle both a home and an outside career and do both well.	88	6	90	6	87	7	87	7
Women should not compete for top-salaried positions usually held by men.	5	94	2	98	3	96	3	95
Women can be competitive without losing feminity.	95	3	86	12	90	8	90	8
Women should be paid the same salary as men for doing the same job -- (all things being equal.)	91	8	96	4	96	2	96	2

*Cells do not sum to 100 percent since some responses were "neutral" or "don't know".

Table E-4: Employer Attitudes
Percent "Agree" and "Disagree"*
By Sex of Employer

	Female		Male	
	Agree	Disagree	Agree	Disagree
It is possible for women to handle both a home and an outside career and do both well.	100	0	79	8
Women present special problems in the workforce.	19	74	40	54
Women should not compete for top-salaried positions usually held by men.	0	100	4	95
Women can be competitive without losing feminity.	97	0	88	10
Men resent a women supervisor.	35	42	37	46
Women should be paid the same salary as men for doing the same job -- (all things being equal.)	100	0	95	3
Women and men have different abilities and skills. Jobs should reflect these differences.	35	58	37	51
Women lose feminity when working in traditionally male occupations.	6	90	20	72

*Cells do not sum to 100 percent since some responses were "neutral" or "don't know".

Table E-5: Employer Attitudes
Percent "Agree" and "Disagree"*
By Site

	Baltimore		Cincinnati		Denver		Miami		Phoenix	
	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree
It is possible for women to handle both a home and an outside career and do both well.	89	11	90	10	80	5	84	5	91	2
Women should not compete for top-salaried positions usually held by men.	0	100	0	100	5	95	5	92	2	96
Women can be competitive without losing feminity.	93	7	80	10	89	5	97	0	80	18
Men resent a women supervisor.	56	40	30	40	48	34	34	53	50	19
Women should be paid the same salary as men for doing the same job -- (all things being equal.)	100	0	90	10	95	5	97	0	95	2
Women and men have different abilities and skills. Jobs should reflect these differences.	36	62	50	30	20	66	47	50	36	38
Women lose feminity when working in traditionally male occupations.	16	80	30	50	11	77	16	76	18	76

*Cells do not sum to 100 percent since some responses were "neutral" or "don't know".

indicated a belief that women present special problems in the workforce. Second, in the Mining and Construction industry, 71% of the employers involved in the study agreed that men resent a woman supervisor (See Table E-6).

Another set of information examined by CONSAD and gathered by the site coordinators during their discussions with employers was aimed at determining attitudes comparing women employed in non-traditional blue-collar jobs. women in non-traditional white-collar jobs and men employed in these positions. Again, analysis of this data was done using the variables of company size, sex of employer, site and SIC code.

Tables E-7, E-8, E-9 and E-10 display the employer's reactions and there is a general trend in the data -- blue-collar women in non-traditional jobs are continually considered to be less desirable than white-collar women on the various items considered by the employers. For example, in Table E-7 all employers indicated that 40% of blue-collar women as compared to 28% of white collar workers were worse than men in absenteeism. Company size did not seem to affect employer response greatly. Nor did the analysis by employer's sex, SIC Code or site result in many major differences.

The data are included for interested parties to review, but recommendations related to this information were considered to be outside the project's scope.

Table E-6: Employer Attitudes
Percent "Agree" and "Disagree"*
By Standard Industrial Classification

	Agriculture		Mining and Construction		Manufacturing		Transporation, Communication, and Utilities		Wholesale and Retail Trade		Finance, Insurance, Realestate		Services		Public Administration	
	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree
It is possible for women to handle both a home and an outside career and do both well.	--	--	71	14	93	2	76	19	93	3	88	--	83	10	84	0
Women present special problems in the workforce.	--	--	29	71	28	63	52	48	34	59	75	25	40	57	28	56
Women should not compete for top-salaried positions usually held by men.	--	--	0	100	2	98	5	95	7	90	0	100	0	97	5	95
Women can be competitive without losing feminity.	--	--	93	7	88	10	90	5	93	3	100	0	80	17	89	--
Men resent a women supervisor.	--	--	71	21	53	35	35	45	43	43	38	62	47	33	26	26
Women should be paid the same salary as men for doing the same job -- (all things being equal.)	--	--	93	7	97	3	100	0	97	--	100	0	93	3	100	0
Women and men have different abilities and skills. Jobs should reflect these differences.	--	--	43	43	35	48	29	67	40	57	25	50	43	47	21	63
Women lose feminity when working in traditionally male occupations.	--	--	29	71	13	78	10	71	20	70	12	88	23	73	5	84

*Cells do not sum to 100 percent since some responses were "neutral" or "don't know".

Table E-7: "Do You Think That Women Employed in Non-Traditional Blue Collar/
White Collar Jobs are Different or the Same as Men in Terms of:"
Percent "Worse" (W), "Same" (S), "Better" (B)
By Blue Collar (B)/White Collar (W) and Company Size

Company Size	Same, Better, Worse	Co-Worker Relationships		Supervisory Capability		Decision-Making Capability		Career Orientation		Upward Mobility Goals		Emotional Stability		Self Esteem		Job Satisfaction	
		B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W
	W	14	23	32	14	16	12	54	39	50	46	20	27	17	13	9	11
Large >	S	78	76	65	78	79	84	37	50	46	45	77	69	60	69	64	65
150 Employees	B	8	1	3	7	4	4	9	11	4	8	3	4	23	18	26	24
	W	22	15	56	24	32	17	69	36	54	37	23	38	6	12	21	17
Medium 50-150	S	69	73	38	61	62	79	29	52	34	46	69	55	84	79	53	69
Employees	B	8	12	6	15	6	5	3	12	11	17	9	7	9	9	26	14
	W	23	8	27	13	29	29	71	42	56	46	46	46	8	4	15	8
Small < 50	S	65	79	64	75	63	71	25	50	36	42	50	46	65	65	54	54
Employees	B	12	13	9	12	29	0	4	8	8	12	4	8	27	30	31	38
	W	18	19	38	17	23	16	61	39	52	44	26	33	12	11	13	12
Average All	S	73	75	57	73	71	81	32	51	41	45	70	61	67	71	60	64
Employers	B	9	6	5	10	6	3	6	11	7	11	4	5	21	17	27	24

Company Size	Same, Better, Worse	Productivity		Company Loyalty		Balance Job and Family Responsibilities		Ability to Deal with Clients		Absenteeism		Turn-Over		Physical Strength		Physical Endurance	
		B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W
	W	5	4	5	9	49	36	6	5	42	30	38	31	78	47	35	23
Large >	S	71	83	68	73	34	45	70	80	47	63	40	57	22	53	59	72
150 Employees	B	24	13	27	18	18	19	24	15	10	7	22	12	0	0	5	5
	W	14	2	11	7	34	24	15	12	33	27	27	19	86	57	53	29
Medium 50-150	S	61	76	67	76	34	46	52	56	58	63	62	70	14	43	41	69
Employees	B	25	21	22	17	31	29	33	32	8	10	11	12	0	0	6	3
	W	16	0	8	8	56	30	14	14	44	21	46	39	96	53	44	15
Small < 50	S	56	74	60	58	24	43	62	59	44	63	46	57	4	47	44	80
Employees	B	28	26	32	33	20	26	24	27	12	17	8	4	0	0	12	5
	W	9	3	7	8	46	32	10	8	40	28	36	29	84	51	41	23
Average All	S	66	80	66	72	32	45	64	70	50	63	47	61	16	49	52	73
Employers	B	25	17	26	20	22	23	26	22	10	9	17	11	0	0	7	4

Table F-8: "Do You Think That Women Employed in Non-Traditional Blue Collar/ White Collar Jobs are Different or the Same as Men in Terms of:"
Percent "Worse" (W), "Same" (S), "Better" (B)
By Blue Collar (B)/White Collar (W) and Sex of Interviewee

Sex of Interviewee	Better, Same, Worse	Co-Worker Relationships		Supervisory Capability		Decision-Making Capability		Career Orientation		Upward Mobility Goals		Emotional Stability		Self Esteem		Job Satisfaction		Productivity		Company Loyalty		Balance Job and Family Responsibilities		Ability to Deal with Clients		Absenteeism		Turn-Over		Physical Strength		Physical Endurance	
		B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W
Female	W	18	15	39	19	10	15	63	38	43	46	18	15	22	22	26	12	14	0	0	4	50	37	11	8	23	19	41	27	91	30	35	[illegible]
	S	73	77	61	67	81	74	26	46	48	42	73	69	48	67	61	64	67	73	77	69	14	30	63	73	64	77	50	58	9	70	40	[illegible]
	B	9	8	0	15	10	11	11	15	10	12	9	15	30	11	13	24	19	27	23	27	36	33	26	19	14	4	9	15	0	0	25	[illegible]
Male	W	18	19	37	16	25	17	62	39	54	43	27	36	12	10	11	12	9	3	9	9	46	31	10	8	44	30	34	29	83	56	42	[illegible]
	S	73	76	57	75	70	81	32	51	39	45	69	60	71	72	59	63	65	80	64	72	35	48	64	70	47	60	98	61	17	44	53	[illegible]
	B	9	6	6	9	5	2	6	11	6	12	4	3	18	18	30	24	27	16	27	19	19	21	27	22	9	11	18	10	0	0	5	[illegible]

Table E-9: "Do You Think That Women Employed in Non-Traditional Blue Collar/ White Collar Jobs are Different or the Same as Men in Terms of:" Percent "Worse" (W), "Same" (S), "Better" (B) By Blue Collar (B)/White Collar (W) and Standard Industrial Classification

Standard Industrial Classification	Better, Same, Worse	Co-Worker Relationships		Supervisory Capability		Decision-Making Capability		Career Orientation		Upward Mobility Goals		Emotional Stability		Self Esteem		Job Satisfaction		Productivity		Company Loyalty		Balance Job and Family Responsibilities		Ability to Deal with Clients		Absenteeism		Turn-Over		Physical Strength		Physical Endurance	
		B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W
Agriculture	W	--	--	--	0	0	0	--	0	0	0	0	0	0	0	0	0	0	0	0	0	100	100	0	0	100	100	0	0	100	0	0	0
	S	100	100	100	100	100	100	--	100	100	100	100	100	100	100	100	100	100	100	100	100	0	0	100	100	0	0	100	100	0	100	100	100
	B	--	--	--	--	0	--	--	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Mining and Construction	W	20	8	71	8	12	8	71	50	50	33	50	18	14	27	12	17	22	0	11	0	33	8	14	9	33	30	30	45	0	88	71	44
	S	80	92	29	83	75	92	29	50	50	67	50	64	43	64	38	50	67	83	78	92	22	58	71	64	56	60	60	55	100		29	56
	B	--	0	0	8	12	0	0	--	0	--	--	18	43	9	50	33	11	17	11	8	44	33	14	27	11	10	10	0	0	12	0	0
Manufacturing	W	19	11	35	15	21	15	55	32	52	45	22	34	9	13	11	7	7	0	5	4	55	30	7	8	46	20	29	20	80	32	36	12
	S	74	84	65	84	69	84	41	57	41	38	74	62	71	72	67	73	62	83	69	71	34	51	72	71	47	63	52	69	20		58	81
	B	7	5	0	0	10	2	4	11	7	16	3	4	20	15	23	20	30	17	26	25	11	19	21	20	7	11	20	11	0	68	6	2
Transportation Communications Utilities	W	17	15	30	12	33	22	53	28	53	45	12	17	11	11	6	11	17	0	12	11	44	50	12	10	47	32	56	35	80	67	56	54
	S	67	75	50	81	67	78	40	67	41	50	88	83	78	84	81	78	83	100	56	72	38	33	59	75	53	68	38	60	20	33	44	46
	B	17	10	20	6	0	0	7	6	6	5	0	0	11	5	12	11	--	0	31	17	19	17	29	15	0	--	6	5	0	0	0	0
Wholesale and Retail Trade	W	14	19	37	19	18	11	86	59	63	44	33	48	22	11	9	0	17	4	9	11	57	44	11	4	35	19	50	35	90	65	41	17
	S	82	73	53	59	82	85	9	26	32	44	62	44	65	67	65	77	61	81	70	67	29	33	74	65	57	70	41	50	10	35	45	71
	B	6	8	11	22	0	4	5	15	5	12	5	7	13	22	26	23	22	15	22	22	14	22	16	31	9	11	9	15	0	0	14	12
Finance Insurance Real Estate	W	--	14	--	25	--	25	--	50	0	50	0	57	100	25	0	0	0	0	0	14	100	62	0	25	100	43	--	25	0	83	0	39
	S	--	86	--	38	--	75	--	50	0	50	100	43	--	62	100	43	0	57	100	57	0	25	100	62	--	43	--	50	100	17	100	50
	B	100	0	--	38	--	0	--	0	100	0	0	--	--	12	0	57	100	43	0	29	0	12	0	12	--	14	--	25	0	0	0	12
Services	W	20	38	24	24	20	23	58	36	54	44	30	31	11	12	19	24	7	8	8	15	29	23	12	8	43	35	26	23	81	44	22	14
	S	72	54	64	56	72	73	31	56	35	52	67	65	68	73	56	60	57	65	58	77	32	54	48	72	36	54	48	69	19	56	67	82
	B	8	8	12	20	8	4	12	8	12	4	4	4	21	15	26	16	36	27	35	8	39	23	40	20	21	12	26	8	0	0	7	0
Public Administration	W	14	19	55	12	25	20	55	24	45	38	21	31	29	6	21	24	--	7	0	0	58	27	18	12	36	31	55	38	85	43	58	25
	S	71	81	45	81	67	67	36	53	55	31	64	62	43	53	36	41	75	67	77	71	25	47	55	69	57	62	45	50	15	57	33	75
	B	14	--	0	6	8	13	9	24	0	31	14	6	29	41	43	35	25	27	23	29	17	27	27	19	7	6	--	12	0	0	8	0

Table E-10; "Do You Think That Women Employed in Non-Traditional Blue Collar/
White Collar Jobs are Different or the Same as Men in Terms of:"
Percent "Worse" (W), "Same" (S), "Better" (B)
By Blue Collar (B)/White Collar (W) and Site

Site	Better, Same, Worse	Co-Worker Relationships		Supervisory Capability		Decision-Making Capability		Career Orientation		Upward Mobility Goals		Emotional Stability		Self Esteem		Job Satisfaction		Productivity		Company Loyalty		Balance Job and Family Responsibilities		Ability to Deal with Clients		Absenteeism		Turn-Over		Physical Strength		Physical Endurance
		B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B	W	B
Baltimore	W	18	24	44	20	14	17	47	29	42	39	22	40	5	7	13	10	18	5	7	8	44	29	8	11	36	24	30	20	77	19	35
	S	73	68	53	80	80	83	42	56	49	51	69	50	73	76	64	71	62	83	65	72	44	61	60	76	44	63	48	73	23	81	58
	B	9	8	2	0	6	0	11	15	9	10	9	10	22	17	22	19	20	12	28	20	12	10	32	13	20	13	22	7	0	0	7
Cincinnati	W	38	25	44	25	33	25	78	50	56	38	44	50	22	0	12	12	0	0	11	25	22	38	43	29	44	38	56	29	89	63	33
	S	50	75	56	63	67	75	22	38	33	37	45	50	78	88	44	63	67	86	56	63	56	38	57	71	44	50	44	71	11	37	44
	B	12	0	0	12	0	0	0	12	11	25	11	0	0	12	44	25	33	14	33	12	22	24	0	0	12	12	0	0	0	0	23
Denver	W	14	12	19	17	10	13	47	32	43	40	24	21	24	23	12	13	12	0	6	4	52	43	14	5	38	33	47	37	75	61	34
	S	74	86	70	69	83	82	47	52	43	40	76	79	65	68	74	69	76	86	79	80	35	48	63	78	56	60	47	51	25	39	59
	B	12	11	11	14	7	5	6	16	14	20	0	0	11	9	14	17	12	14	15	16	13	9	23	17	6	7	6	12	0	0	7
Miami	W	12	25	33	19	17	19	77	47	67	53	23	27	22	16	16	10	8	6	11	12	65	47	12	6	48	45	39	35	86	65	44
	S	77	63	67	72	74	74	19	47	33	44	73	67	56	68	56	62	77	82	67	76	8	28	68	78	48	48	43	47	14	35	48
	B	11	12	0	9	9	7	4	6	0	3	4	6	22	16	28	28	15	12	22	12	27	25	20	16	4	7	18	18	0	0	4
Phoenix	W	21	8	39	11	45	16	81	45	66	44	27	42	9	8	9	10	4	0	3	3	46	16	0	11	52	13	28	21	94	52	48
	S	76	89	50	70	52	81	19	53	31	47	73	53	64	63	56	61	48	65	62	64	21	41	65	50	45	76	56	71	6	48	48
	B	3	3	11	19	3	3	0	2	3	9	0	5	27	29	35	29	48	35	35	33	38	43	35	39	3	11	16	8	0	0	4

D. Implications and Recommendations

Implications

While the immediate goal of the Women in New Careers project was to demonstrate the feasibility of establishing a program for women entering the CETA system which would encourage them to make non-sex stereotyped occupational choices, additional information has been gathered that has significant implication for all participants in the employment and training system nationwide, including:

- Federal officials in HEW and DOL;
- Local officials -- Prime sponsors, Planning Councils, the Manpower Delivery system and Vocational Educators;
- The private business sector and the unions.

Out of this eighteen month effort surfaced a set of seven major implications which will be of interest to these parties. Each implication will be considered individually in the material that follows. A brief discussion of some concrete situations illustrate the importance of each.

1. There is a dichotomy of underlying philosophies between Career/Vocational Educators and Employment and Training officials -- in terms of the overall goal of training.

The primary goal of training in the existing manpower system is to provide a single saleable skill facilitating employment as quickly as possible. In addition, the system is designed to reward personnel based on its job placement record -- if there is a high placement record, the training program has done well. An awareness of the need to provide skills and predispositions permitting employability over time is minimal. Typical CETA follow-up practices at WINC sites involved a telephone check on client status at 30, 60, and 90 day intervals, and only one site continues follow-up for a year. In addition, few if any efforts are made to refer clients upon completion of training to educational institutions. In contrast, vocational and career educators place a strong emphasis on comprehensive training programs containing clusters of personal and technical skills usable and/or adaptable to a variety of different jobs. Also, their orientation is to life-cycle careers and support for training programs enabling workers to enter and re-enter the educational system as job needs and personal choices dictate. Thus, at one site, a skill center based at a community college found that the CETA program directed its clients toward a narrow course of study, discouraging student exploration or the extension of training into related courses. Therefore, at CETA program preferred placing clients in private proprietary schools for short training programs (often at a cost four times that of the community college) where the goal of quick training for immediate job placement could be diluted.

The second implication, emerges from the first:

2. The occupational and adult education configurations are unclear to personnel in the systems and to clients -- the relationships among secondary/post-secondary/adult education community resources lack clarification.

In any major urban setting, numerous public and private secondary and post-secondary level training and employment programs exist. In general, each of these training organizations has a sizeable budget, a physical plant, extensive equipment and supplies, and personnel including: administrators, counselors, instructors and job placement specialists. There was an absence of mechanisms to link and establish an explicit inter-agency system to share information, refer students/clients for service, and coordinate existing community resources in four of the WINC sites. In two cases, numerous clients were not receiving services, large numbers of training slots were vacant, and manpower personnel were unaware of these conditions due to widespread malfunctions in the communications system. In one site, a pilot career education program was established at the elementary and secondary level, but there was no apparent way to link that program to the post-secondary level client flow or curriculum and training plans.

Another situation affected by the lack of effective use of existing resources is seen at the critical point in the education-to-work continuum for CETA clients -- job development. There is a lack of definition of roles and relationships of personnel within the system -- counselors, instructors, and job developers -- especially in assigning responsibility for linking of training with the world of work? In the absence of an explicit, functional system, job development and placement is sometimes done by instructors, other times by job developers, but often is neglected, so that clients successfully completing training are left in the limbo of "job development" for three months and then placed on inactive status.

3. There is a lack of opportunity for thoughtful, long-range career decision-making -- materials are unavailable, the CETA intake process eliminates/ discourages this activity, and counselors and instructors do not perceive such decision-making as part of the training process.

Typically, CETA clients enter the system, and are interviewed by an intake counselor about career preference. If the client is undecided, occupational areas for consideration are suggested, or clients may be referred to testing. If there is a decision made to enter training, then clients go to orientation sessions. It is in the orientation session that a client is theoretically able to explore career options. In the four WINC sites where orientation occurred, there was an assumption and/or a requirement that the client had selected an occupational area -- orientation was aimed at preparation for entrance into an already selected training course -- chosen on the basis of counselor's advice, peer or family pressure, training slot availability or a combination of these factors. Attention to careful career selection which might result in improved employability over time was not given in any of the WINC sites.

4. There is an absence of attention to establishing and ensuring quality control in providing training and job development activities as noted in:

- a lack of explicit instructional milestones related to world-of-work job requirements;
- a lack of planned, on-going, coordinated staff development activities; and
- failure by clients to be able to meet explicit instructional objectives.

While the WINC project did not attempt to evaluate the quality of training and related services in CETA programs, some general observations about quality control in training were made by site coordinators and project core team members. Additional insights were gathered from the discussions with counselors and instructors in the sites.

Typically, instructors in the training system had extensive experience as a tradesperson in their respective skill area, and sometimes a baccalaureate level teaching degree. As noted before, more than half the instructors were on the job for five years or more and a small percent had received exposure to or were using current curriculum and instructional techniques. Further, there was no provision for on-going in-service activity for instructors or counselors at any of the sites. Finally, the training for CETA clients was "open entry/open exit", without clear milestones of achievement and a single, end of training, certification test in many cases. Thus, students might remain in a training program (for nine months) without any indication of skill attainment or achievement of training goals.

5. The information/data collection and retrieval systems at the sites do not permit analysis relating client participation to occupational area of training, therefore:

   - do not provide the data base to relate training to the world of work.
   - do not allow for evaluation of patterns of vocational training and employment by sex.
   - do not facilitate rational planning and resource allocation activities.

While CETA programs do collect and report data about their clients and the services they receive by sex, ethnicity and general type of activity, e.g., classroom training or work experience, data on the occupational area of training is not routinely collected or analyzed. One result of this gap in the data system is that a CETA program may unadvertently track one sex into training for low demand or more traditional occupations. For example, there was no operational way to know in one WINC site whether the 263 women in classroom training in 1974-75 were all being prepared for clerical careers or as machine tool operators. Additionally, there was no way to determine the employment possibilities for these women in relation to the current labor market conditions for specific occupational areas.

6. The WINC project was an intervention effort -- there have been few others. To effect change, serious consideration to the role of the federal government should be given.

The resources, roles and skills necessary to truly address the issue of elimination of sex stereotyping in career opportunities may require a long range federal support role. In all of the WINC sites, CETA officials stated that they would not have had the three ingredients (resources, roles, skills) or the motivation to attempt a WINC type effort. Further, they suggested that their willingness to participate as pilots was positively influenced by the fact that WINC was under the aegis of the federal government.

The next section of this report provides recommendations emerging from the WINC project.

Recommendations

There are two sets of recommendations presented in this section of the report -- one set pertaining to the employment and training delivery system as a whole; the second set addressing efforts to improve training and employment opportunities for women.

The Employment and Training Delivery System

In this era of increasingly scarce resources for education and training program support, high unemployment conditions, and strong adult interest in personal development and career mobility, it is crucial that responsible federal officials turn their attention to clarification of key unresolved issues in occupational training programs for all young adults. Further, there is a pressing need to find mechanisms to ensure cooperation and improved use among existing community resources. Some first steps to be taken by federal level officials toward resolution of these conditions would be:

- To delineate key issues and define the differences between HEW and DOL philosophies;

- To initiate a constructive dialogue among agency officials to address key issues about the education to work continuum;

- To disseminate/communicate the outcomes of these activities to local education and manpower programs; and

- To develop mechanisms to encourage and reward local program cooperation and effective, collaborative CETA programs.

Two areas for action to be carried out by eligible contractors are described in this section of the report. They would require the attention and support of federal officials. One of these is:

- The design and development of an adequate, uniform data base for use in improving the planning and delivery of services to all CETA clients.

Collection, analysis and dissemination of comparable data for use by the multiple training and employment programs in each locale would greatly facilitate program operations and improve resource utilization. Such data bases allow CETA officials, for example, to make reasonable approximations of the number of clients being trained in any given occupational area in multiple training sites. These data, when viewed in relation to local labor market conditions then could be used to decide the most viable occupational areas for future training of CETA clients.

A second, separate effort aimed at assurance of quality control in CETA training programs would be:

- The redesign on a demonstration basis of particular training areas to include:
  - Occupational clusters;
  - Self-paced instructional modules;
  - Behavioral objectives (based on sequential milestones; and
  - Self-evaluation procedures for development and implementation of quality control mechanisms.

This effort would result in application of recent and greatly improved curriculum development techniques to training areas, ensuring exposure of students to truly individualized, well organized training programs, providing skills applicable to a cluster of occupations to allow for greater employability and requiring demonstration of student's skills and competence prior to completion of training.

Non-Sex Stereotyped Training and Employment Activities

The Women in New Careers project yielded some initial evidence of facilitating factors, problems, and barriers inherent in the operationalization of a CETA or vocational training program whose thrust was to facilitate non-sex stereotyped blue-collar occupational choices. Four efforts requiring federal support would serve to alleviate these problems and diminish barriers.

The attitudes and resultant behavior of personnel in the employment and training delivery system toward women entering non-traditional occupations vary greatly. In order to ensure that personnel are positively predisposed, or, at least, tolerant of women considering and choosing non-traditional careers there is a need for:

- Support and provision of technical assistance and training (preferably at the regional level) for manpower and vocational personnel to focus on issues related to sex-stereotyping in training and employment.

The provision of current factual information, coupled with structured training exercises to examine value conflicts, legal requirements -- EEO and Title IX regulations, and techniques for improved career counseling and job development would serve this currently unmet need.

Another effort which would impact on and reduce the extent of sex-stereotyped career decision making and training would be:

- The preparation of a "How To" guide based on the experiences and case study data produced in the Women In New Careers (WINC) project.

This guide accompanied by a series of conferences to disseminate the results of WINC to instructional personnel from secondary and post-secondary institutions (especially skill centers) would increase awareness of the extent of sex-stereotyping and provide suggested methodology for identification of key community officials, skill center and other training personnel to involve and offer guidance on critical factors to consider in implementation of programs to reduce sex-stereotyping for women entering non-traditional blue-collar careers.

A third recommendation would be for support of an effort to:

- Design and implement an in-depth demonstration project at a small number of selected sites to develop training, job development and placement models for women in non-traditional blue-collar occupational areas.

Having identified facilitating and hindering forces in the employment and training delivery system, development of positive and feasible models to reorganize the existing resources in the manpower system to improve services for female clients and employers seems to be a logical sequel.

Finally, to truly capitalize on the initial HEW investment in the WINC project, support is needed to:

- Design a validated, high quality career orientation package (including a student handbook, teacher/counselor guides, and employment sector profiles)

Based on the career orientation experiences under the current study, it is clear that there is a lack of high quality, current materials available to secondary, post-secondary and manpower system institutions. While the career orientation materials developed for the WINC project have been readily accepted for use by many counselors and instructors in WINC sites, a revised, validated package is required before broad dissemination of materials is truly advisable.

The question of feasibility of a program to provide access for women to non-traditional blue-collar training programs has been answered. It is clear that such programs can be designed and implemented. There are, however, barriers to women's access to training which impede entrance of skilled, productive female workers into the labor force in the U.S. and diminish the meaning and force of Title IX and EEO laws. As efforts are made to focus on these recommendations, and support their implementation, many existing barriers will be at least diluted if not eliminated.

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